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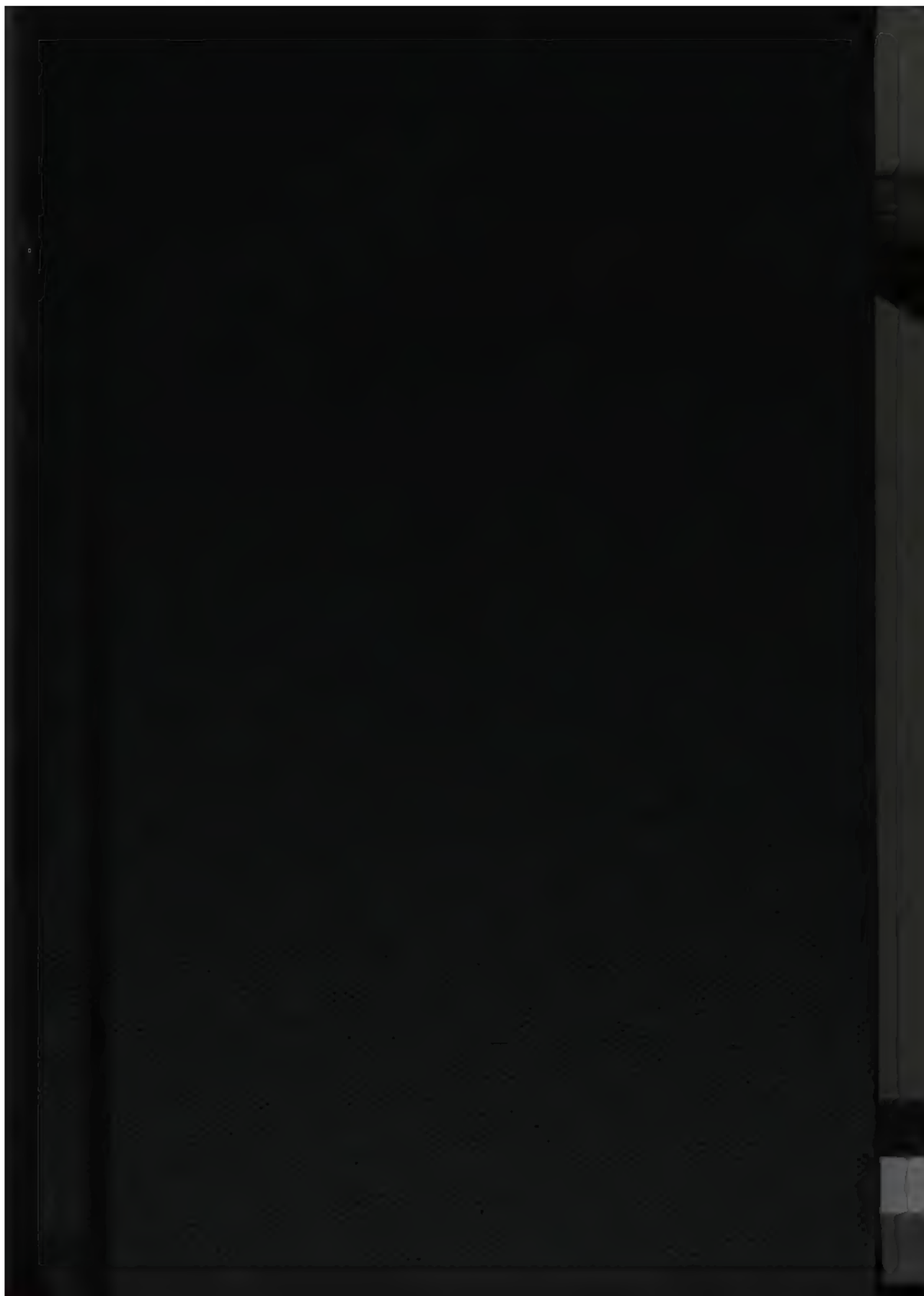
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**SUBCOMMITTEE ON LEGISLATIVE, EXECUTIVE, AND JUDICIAL.  
APPROPRIATION BILL.**

**UNITED STATES SENATE.**

**THOMAS S. MARTIN, Virginia, *Chairman.***

**LEE S. OVERMAN, North Carolina.**

**JACOB H. GALLINGER, New Hampshire.**

**NATHAN P. BRYAN, Florida.**

**REED SMOOT, Utah.**

**KENNEDY F. REA, *Clerk.***



# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

WEDNESDAY, JANUARY 6, 1915.

## SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS, UNITED STATES SENATE, Washington, D. C.

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Overman (chairman), Bryan, Gallinger, and Smoot.

The committee thereupon proceeded to the consideration of the bill (H. R. 19909) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1916, and for other purposes.

### LIBRARY OF CONGRESS.

#### STATEMENT OF HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

The CHAIRMAN (Senator Overman). Mr. Putnam, we shall be glad to hear from you.

Mr. PUTNAM. Mr. Chairman, there are various requests made that are not granted in the bill, but there are only four matters of which I shall ask leave to speak. Two are very easily explained.

#### ADDITIONAL CLERKS.

The first item is on page 22, line 4, and also line 25 — three positions of \$600 each, which I had asked for this year. I ask again for those for next year. One is to aid in the delivery of books, chiefly to Senators and Representatives, to operate our motor cycle. The other two are to serve books from the stacks to the reading room. Since we have had any additional assistants there nearly 300,000 volumes have been added to the collections and they spread over much larger spaces, and we are much put to it to provide adequate service in the reading room. Illness and vacations of course deplete the force, and they are now on a double shift working from 9 in the morning until 10 at night.

Senator OVERMAN. Do you mean one of them works from 9 to 10?

PUTNAM. One shift works from 9 to 4.30, the other from 2.30 in the afternoon to 10. Of course it is not like work the output of which can be varied according to your force. We have to respond to demands. These are small positions, \$600 each, and if we could have them we should be very glad.

#### DISTRIBUTION OF CARD INDEXES.

Page 25 is the next item, if I may turn to that. It is the distribution of card indexes. That work stands on an entirely special basis. It is an income-producing business of the library. It involves

the handling of orders for our printed catalogue cards—the sale of those cards. The expense of it consists in the service, which is appropriated for, and of course the expense of the cards and the press-work on the cards that are actually sent out. Last year we had \$30,000 for service. The receipts from sales were about \$55,000. They increase every year. With the volume of the business increasing we have to increase the force, and each year since the service was established we have increased the force.

For the coming year for the first time, I recommended that most of the positions should be put upon the statutory basis. Heretofore we have had a lump sum. The House committee have recognized that, and have put part of the positions upon the statutory basis, but they have left out three positions—two at \$1,500 each, and one at \$1,400.

Senator BRYAN. They have left out more than that, have they not?

Mr. PUTNAM. No, sir; I think not. These are simply under the distribution of card indexes. In line 5 we need three at \$1,500 instead of one, and in line 6 three at \$1,400 instead of two.

Senator OVERMAN. In line 5, three at \$1,500.

Mr. PUTNAM. Three at \$1,500 instead of one, and in line 6 three at \$1,400 instead of two.

It might seem a simple matter to handle orders for these cards, Mr. Chairman. It would be if they were ordered in blocks. They are not ordered in blocks, however. Each card is an individual unit, and the orders only in part specify the card precisely, so that it can be identified in the stock. In other cases it must be identified by us.

Senator OVERMAN. You sell these, you say?

Mr. PUTNAM. We sell these. We are printing them for our own use. These cards are made out for the purpose of cataloguing the books in our own collection; but having set up the type and put it on the press, we can run off additional copies at a very slight expense, and we allow other libraries to buy them from us.

Senator GALLINGER. You sell to other libraries?

Mr. PUTNAM. We sell to other libraries.

Senator GALLINGER. Not to individuals?

Mr. PUTNAM. Oh, yes; we sell to individuals, too.

Senator OVERMAN. Is there much demand for them from individuals?

Mr. PUTNAM. There is some from specialists. For instance, a professor of botany might want all the cards we print for books on botany, and so it goes.

Senator OVERMAN. What do you sell the cards for?

Mr. PUTNAM. We sell them for 2 cents for the first copy and a fraction of a cent for additional copies, because those can be gotten out more cheaply. The cost to us of those copies is probably about a quarter of a cent, we estimate.

There are now over 2,000 libraries taking these cards, and the margin of receipts over expenditures is increasing each year. The condition of efficiency in the business is that we shall handle the orders with promptness and precision; and they involve many processes. There are probably 35,000,000 cards in the stock; but as a rule, and except in a fraction of the cases, the orders do not identify the cards as they stand in the stock. They come by author and title and they come by subject. We have to have elaborate indexes, and

those have to be searched. We charge more when we do that service, but it requires more people.

We have to have groups of people whose service is interdependent, and in calculating what we should need for next year we have considered two things: In the first place, an unusual increase in the volume of the business, which has been evidenced by the fact that in November of this year the sales were 55 per cent more than last year; and, second, efficiency in the interrelated processes. These two positions at \$1,500 and one at \$1,400 were to be one in charge of the stock—the manual, physical work of caring for the stock and directing the boys in drawing cards from it—and another in charge of the subsection handling subject orders, and the third in charge of the subsection handling serial orders and the catalogues.

Senator GALLINGER. Mr. Putnam, did I understand you to say that the income derived from the sales of these cards exceeded the appropriation made last year?

Mr. PUTNAM. Last year the appropriation was \$30,000. The income was \$55,000. This, like the Copyright Office, is an income-producer. The margin is increasing every year. The two divisions of the library covered into the Treasury last year \$175,000.

Senator GALLINGER. Last year you had \$33,500, according to this. Is that right?

Mr. PUTNAM. That is for this year, Senator. This year we have \$33,500. Next year we ask \$39,500. They granted us only \$1,600 additional. As this is a business, and its efficiency depends upon its promptness and precision, and it is income-producing, I feel that in its case I can make not merely a request but even a claim for these positions, when I would not "claim" additional service that would come upon the Treasury in the ordinary way. We ought to have a margin over and above the existing pressure in that division. We have kept the force down, and have been really under a strain to provide for the business.

Senator OVERMAN. Is the revenue increasing yearly?

Mr. PUTNAM. At the rate of 15 to 20 per cent every year. It is firmly established now, and of course it is the most important by-product of our work. It results in this—that the Library has become, to a large degree, a central cataloguing bureau for the entire country. One advantage it has had over any such scheme ever proposed before is that any library may buy any one card or any number of copies of the cards. It does not have to subscribe to the series; so that the system interests the small village library on the one hand and the great municipal library on the other. The result is, however, that the orders involve a great mass of detail; accounts have to be kept and correspondence carried on with over 2,000 libraries.

Senator OVERMAN. It is remarkable that you get so much revenue from that source.

Mr. PUTNAM. Why, Senator, if you consider that the average charge is only a cent a card, \$55,000 received last year from sales represent five and a half million cards sent out. I feel, therefore, that I can ask for this increase with confidence. I did not have any chance to explain it or to emphasize the nature of these three positions to the House committee. I have no doubt, as they have always granted the lump sums I have asked, that if I had had an opportunity to explain the necessity for this one it would have been granted.

Senator SMOOT. Will you state again the increases you really ought to have?

Mr. PUTNAM. On page 25, Senator, line 5, instead of one at \$1,500, I ask for three; and on line 6, instead of two at \$1,400, I ask for three. What I request now is the two additional positions at \$1,500 and one at \$1,400. This year, voluntarily, we changed over to the statutory basis, because we know that you prefer it. I was hoping that we should not be penalized for that; but if we do not get the statutory salaries we ask we shall look back with regret to the time when we had a lump-sum appropriation and had no difficulty in getting the lump sum increased.

#### LEGISLATIVE REFERENCE.

Senator OVERMAN. What is the next item?

Mr. PUTNAM. The next item appears here also on page 25—the legislative reference. The item in this year's appropriation appears on that page. That is omitted from the House bill.

Senator BRYAN. Are you asking simply for the reinsertion of that?

Mr. PUTNAM. I should recommend, by preference, the insertion of some phraseology that I have here.

Senator OVERMAN. My understanding is that the present work applies only to the laws, and you want to extend it to include all things, so that you can aid Senators and Representatives in getting the information they desire.

Mr. PUTNAM. The present phraseology, Senator, referred back to the phraseology of a provision we had for five years, from 1906 to 1910, under which we compiled the index to the Statutes at Large, the general general permanent law, down through 1907; but in the debate on this bill in the House, when the chairman of the Library Committee there moved the reinsertion of this item which had been left out, the chairman of the subcommittee, Mr. Johnson, said that while the Appropriations Committee were not unfriendly to this project, and were perfectly willing to appropriate for it, they thought they ought to have before them a plan deliberately matured by the Library Committee. Now, there is a plan deliberately matured by the Library Committee in each House after four years of deliberation. That appears in a bill that is before the House, and it appears in the last paragraph of a bill before the Senate.

Senator OVERMAN. It is recommended by both committees?

Mr. PUTNAM. It is recommended unanimously by both committees, after four years' deliberation.

Senator BRYAN. Then you prefer the phraseology stated in the second paragraph?

Mr. PUTNAM. In the second paragraph there; yes, sir.

Mr. PUTNAM. In one respect, Mr. Chairman, that cuts down the area of our work. It omits "for other official use," limiting the service to that for Congress alone.

Senator SMOOT. Before you leave that, is there an unexpended balance now?

Mr. PUTNAM. There is not. This is the first year. We were very frugal in husbanding the appropriation this year. The most of the higher-priced people were not put on until the eve of the session. We

are well off for the balance of the session, and possibly the balance of the fiscal year, and there may even be a little margin. If there is, as next year will be the long session, and we shall have much more work upon us, I should like to save over any balance there is, even if there should be only \$100. Therefore, I ask that any unexpended balance that we do not use this year shall be carried over into next year.

Senator SMOOT. You have no idea of the amount of the unexpended balance?

Mr. PUTNAM. No, because we are in the middle of the fiscal year now, Senator; but although our present pay roll totals more than \$25,000 per year we have thus far spent only about \$6,000 out of the \$25,000 appropriated, expecting, of course, that the heavy work will come on us after the demands of Congress and committees are presented.

Senator GALLINGER. Have you had many such demands, Mr. Putnam?

Mr. PUTNAM. Yes, Senator Gallinger; we have had a great many, in varying ways. Here are various lists that have been prepared. [Producing lists.] We have always had requests from individuals, and more or less from committees.

Senator OVERMAN. As I understand, the original language limited it to the compilation of laws?

Mr. PUTNAM. Yes.

Senator OVERMAN. Now your language extends it to everything. We do not need laws so much. Every lawyer is presumed to know the law.

Mr. PUTNAM. The law, Senator, would include not merely domestic, common law, but the statutes of foreign countries, of which we are constantly called upon for some abstract or digest or translation. We are also called upon for statements which would be practically digests of statistics, or of a discussion, perhaps, or something of that sort.

Legislative reference: To enable the Librarian of Congress to employ competent persons to gather, classify, and make available in translations, indexes, digests, compilations, and bulletins, and otherwise, data for or bearing upon legislation, and to render such data serviceable to Congress and committees and Members thereof, and for the acquisition of material required for their work, and for other expenses incidental thereto, \$25,000, together with the unexpended balance, if any, of the sum appropriated under the head of "Legislative reference" for the fiscal year nineteen hundred and fifteen.

Senator OVERMAN. Suppose I wanted to make a speech to-day on a question concerning this shipping business, and wanted all the available information on the subject. All that you could send me now would be the laws; but if you had this broad language you could send me everything pertaining to it. Instead of sending me the books, you would send me the extracts.

Mr. PUTNAM. Senator, we had anticipated that there would be interest in the legislation of foreign countries with reference either to subsidies or the purchase of vessels, and we have prepared a digest of the laws of various countries with reference to a merchant marine. There they are—one general summary, one of France, one of Germany, one of Italy, one of Spain, one of Japan, and one of Russia.



Russia has long maintained a governmental merchant marine. The need of translators, of course, is obvious from that. We had to have a man who could work on the Russian statutes with familiarity.

I ought to say, Mr. Chairman, that one of the objections Mr. Johnson stated on the floor was that this language contained no limitations.

Senator SMOOT. The appropriation is limited.

Mr. PUTNAM. That is one limitation. We can only do as much work as can be done out of \$25,000. Then-----

Senator OVERMAN. Right there, I understand from the debate that Mr. Johnson was perfectly willing to put the appropriation bill in, but he wanted a plan; and you have the plan marked out here?

Mr. PUTNAM. This is the plan, and the plan as it is phrased there is the plan submitted by the Library Committee.

Senator OVERMAN. Of both Houses?

Mr. PUTNAM. This phraseology is taken from what the Library Committee recommended; but there is no provision here for the drafting of bills, which in the Senate bill has awakened a great deal of opposition. We no more draft bills than we write speeches. There is just that distinction. This, also, is a limitation of necessity, Mr. Chairman. We will treat in order, first, a request from Congress or from either House; then a request from a committee; and only when we have a margin of ability beyond that would we be able to take up a matter for an individual Senator or Representative.

Senator GALLINGER. I understand from your observation that you are not responsible for, nor are you promoting, the bill that has been urged upon the Senate, and indeed has been reported, and is on the calendar. Probably you are familiar with it.

Mr. PUTNAM. Yes, Senator; I am familiar with it. That bill starts out with the establishment of a drafting bureau.

Senator GALLINGER. It does.

Mr. PUTNAM. I think there is much to be said for some expert service at the disposal of Congress in the form of drafters, or whatever they might be called—they are called parliamentary counsel in England—who could consider simply the form and phraseology of a bill; but if that ever should be undertaken, my own opinion is that it should be part of the congressional establishment and not attached to this bureau.

Senator GALLINGER. I think that when a Senator can not draft a bill he had better resign.

Mr. PUTNAM. I want to make it clear that that is no part of this project. All that we are proposing here is contained in the last section of the Senate bill (S. 1240).

Senator OVERMAN. And that language is the same language you propose?

Mr. PUTNAM. Exactly the same language.

Senator GALLINGER. I am very warmly in favor of your proposition as you submit it this morning, but I am equally warmly opposed to the bill which is on the calendar.

Mr. PUTNAM. Senator, may I make just two further references to what Mr. Johnson stated, apart from the matter of limitations? He said that a provision such as this should be established by independent resolution or law; that it had no place in an appropriation

bill. Now, the whole present constitution of the Library rests on an appropriation bill.

Senator GALLINGER. Certainly.

Mr. PUTNAM. This merely amplifies our organization in a special direction. It ought to be much less objectionable to the Appropriations Committee, I should think, because, standing as it does here, merely enabling me to employ certain people to do certain work, if you are dissatisfied with it you can drop it out at any time. Give us a chance to try it through one long session in addition to this session, and then, if you are dissatisfied, I shall be perfectly content to have it dropped.

One more thing, should this come to conference, Senator: Mr. Johnson criticized very severely these two volumes, representing a piece of work that was done under the former appropriation of 1906 to 1910—the Index to the Statutes at Large, the permanent and general law, down through 1907. He said it was “so technical as to be useless.” Now, this is not the time to go into the merits of that question, which I would gladly do. I only want to remark that for one thing the technicality consists in the plan, and the plan was submitted to and approved by the Judiciary Committees of both Houses. The index is much in use by judges, lawyers, and librarians, and I have here a mass of commendation from them. But whatever its merits or defects——

Senator OVERMAN. What is that index?

Mr. PUTNAM. It is an index of our permanent and general law from the beginning, an index to the statutes of the United States. It does not cover the private and local acts, but it covers the permanent and general acts. We are using this to great advantage; but, like any plan that is undertaken on a scientific basis, it is technical. That is true of a catalogue. It is true of a classification.

There is not a day passes but that some reader finds the same fault with our classification and catalogue; but what I want particularly to say is that while this was the work and the only work done under the previous appropriation, it is done as far as it goes. Within two or three months we shall have brought it to date on cards covering the statutes since 1907. For our own use and in order to answer the requests that are made to us, we are indexing the private and local acts; but that involves a little group of people that does not figure in this undertaking as a whole.

Senator GALLINGER. You do not index pension bills, do you?

Mr. PUTNAM. No, sir; not the pension bills, but the rest—for instance, for local improvements. The other day we were asked to ascertain what grants had been made in aid of the improvement of the Fox and Wisconsin Rivers. That involves private and local acts, and there is a great deal of general law that is embodied in such acts.

Senator GALLINGER. But not private claims?

Mr. PUTNAM. Not private claims; no, sir.

#### CARE OF LIBRARY BUILDING.

The next item is on page 27. There a provision proposes a re-organization of our service in a very important respect, with reference to the care of the building. At present the law provides for a superintendent at \$5,000, who shall also act as disbursing officer. The

pending bill proposes that the duties of the superintendent, except those of disbursing officer, shall be performed by the Librarian. Then it provides the Librarian with a disbursing clerk, who shall act as assistant superintendent, and provides a salary of \$2,500 for him.

Senator SMOOT. You have no superintendent to-day?

Mr. PUTNAM. No.

Senator OVERMAN. Mr. Green is dead?

Mr. PUTNAM. Mr. Green died in October. Incidentally, the bill abolishes a \$2,000 position in his office.

If I might ask the committee to glance at this statement, which I have had manifolded, it shows what I am going to ask with reference to that. This is my first opportunity to be heard upon this matter, Mr. Chairman, because it did not come up in my hearing before the House committee. I did not see the provisions until the bill was reported.

As far as concerns transferring to the Librarian the duties of the superintendent, the general responsibility, I make no demur at all. I only ask that I shall have a competent deputy. The bill provides for a deputy at \$2,500. I think I can get a reasonably good man for \$3,000, but I can not for \$2,500. Three thousand dollars is merely the salary of our chiefs of division. There are two men under me getting \$4,000.

Senator OVERMAN. Mr. Green got \$5,000?

Mr. PUTNAM. Mr. Green got \$5,000.

Senator SMOOT. Yes; and then they had a chief clerk at \$2,000, besides.

Mr. PUTNAM. Then they had a chief clerk at \$2,000. This deputy under me will have considerable responsibility, even as regards the building. The building is open every day in the year save three, and from 9 in the morning until 10 at night. He will also have the independent duties and responsibilities of the disbursing officer, which I can not share with him. The difference between a \$2,500 man and a \$3,000 man may be material in this case. It is not much in amount, but it is important.

Senator OVERMAN. According to your plan, there would still be a saving of \$2,000?

Mr. PUTNAM. There would be a saving of \$2,000. The bill attempts to save \$4,500, because it cuts out also a salary of \$2,000 for the chief clerk. That was done, I know, under a misapprehension on the part of the House committee. They thought that the official under Mr. Green, called chief clerk, was a general deputy, having to do with the building. As a matter of fact, he was especially an accountant, handling the details of the accounts and other details of the office. We need the position still. I want to hold on to that \$2,000 salary, and I want \$3,000 for deputy in place of \$2,500.

There are two matters of detail. I should like him to be called assistant superintendent and disbursing clerk, rather than disbursing clerk who shall act of assistant superintendent. You can see the reason for that. Then, too, Mr. Chairman, it is a long stretch between now and July 1. I am putting in all my time, but I am rather handicapped.

Senator OVERMAN. The urgent deficiency bill carries this provision, which I understand you want left in:

During the present vacancy in the office of the superintendent of the Library buildings and grounds, the Librarian of Congress is authorized to exercise the powers and perform the duties of the said office, except those of disbursing clerk.

Mr. PUTNAM. Yes. When that bill is passed I shall have the legal authority, but I shall not have any assistant.

Senator SMOOT. The auditor has held, however, that you have that authority, has he not?

Mr. PUTNAM. He has held that I have authority to designate a disbursing clerk. The point is, that I should like to get this new man as assistant superintendent as soon as I can; and as Mr. Green's salary of \$5,000 is being covered into the Treasury, and has been since October 22, what I am asking in addition is that this position of assistant superintendent shall be made available from the passage of the act, and that the salary also shall be made available from that date.

Senator SMOOT. Do you also want that to apply to your clerk?

Mr. PUTNAM. He is there now, you see, as chief clerk. His salary as chief clerk will run through the rest of the fiscal year. After that I want the position retained as "one clerk, at \$2,000."

Senator SMOOT. To-day the superintendent's salary is \$5,000, and that of the chief clerk \$2,000, which makes \$7,000. The plan proposed by you would reduce the superintendent's salary from \$5,000 to \$3,000?

Mr. PUTNAM. It would abolish the office of superintendent and provide an assistant superintendent at \$3,000. After I have had some experience, Mr. Chairman, if I can effect any economies there of course I shall be very glad to do so; but I have not had that experience, and I want to hold on to the one man in Mr. Green's office experienced in the accounts at \$2,000.

Senator OVERMAN. You want this language, then?

Mr. PUTNAM. I want the language that I have put there. I have worded that very carefully, so that it covers all the points I have been speaking of.

In submitting the estimates for the coming year as regards the building, Mr. Chairman, of course I can only speak for the estimates of Mr. Green, who put them in. He asked for some additions in the building force—a couple of additional watchmen, and a couple of additional laborers. He asked for a sum to enable him to repair the driveway, which is in worse condition than yours was before it was relaid. I am not going to press any of those matters, however, because I can not do it with the authority of experience. The matters I have spoken of are all that I care to urge.

Senator SMOOT. The driveway is in bad shape.

Mr. PUTNAM. It is in very bad shape, very much cracked, and the curbing needs to be reset, also; but, after all, this is not the year for pressing things that could be postponed.

Senator BRYAN. So you are abandoning this estimate on page 28, for repaving, are you?

Mr. PUTNAM. I do not feel that I have a right to press it. The condition of the driveway and of the curbing is, of course, rather mortifying. That is one of the monumental buildings of the world, and it is approached by a driveway that is cracked, that has caved-in places, etc.

Senator SMOOT. It is approached by a driveway that would be a disgrace to an ordinary country library.

Mr. PUTNAM. That is quite true.

Senator OVERMAN. We are much obliged to you.

Mr. PUTNAM. Thank you, Mr. Chairman.

## NAVAL OBSERVATORY AND NAUTICAL ALMANAC.

### STATEMENT OF HON. JOHN W. WEEKS, A SENATOR FROM THE STATE OF MASSACHUSETTS.

Capt. J. A. Hoogewerff, Superintendent of the Naval Observatory, and Prof. W. S. Eichelberger, Director of the Nautical Almanac, appeared.

Senator WEEKS. Mr. Chairman, as long as Capt. Hoogewerff, the Superintendent of the Naval Observatory, and Prof. Eichelberger, who has charge of the Nautical Almanac, are here, I do not think I shall take any of your time to go into detail in regard to the appropriation in which they are interested, which adds \$4,000 to the House bill, as I understand, for what is known as piecework.

I am pretty familiar, however, with the work of the observatory and the details that are required. Capt. Hoogewerff was a classmate of mine at the Naval Academy. He was an honor man there, and has been ever since. I think that as far as I am concerned I should take the judgment of these two gentlemen about what is required in connection with this highly technical subject.

There are ample reasons why a separate appropriation should be made for piecework, because they get, from outside astronomers who are working on some special detail, information which would require on the part of the Naval Observatory a long series of investigations, which would be much more expensive. Then, of all years, this is the last year when that appropriation should be reduced, because there is now an international agreement through which we furnish information to the European countries for their nautical almanacs, and they furnish information to us. We do not know how much of this going to be cut off on account of the war, and it may be necessary for our Nautical Almanac to prepare information which otherwise they would receive from Germany and Austria, especially; perhaps from other European countries.

I do not think there is a substantial reason, and I think the House Appropriation Committee feels the same way, for the reduction of this appropriation from what it has been.

You may be familiar, Mr. Chairman, with the report which was made by the Navy Department as the result of a Senate resolution about the details of the work of the Naval Observatory. It is very voluminous. I have examined it somewhat, but it would take a long time to go through it. In a word, however, it shows that the cost of the Nautical Almanac is not increasing. Ten years ago, or substantially so, there were three professors of mathematics connected with this work. Now there is one, Prof. Eichelberger. The payment of employees has not increased, and the actual cost of the Almanac, which is now a book of 750 pages, is less than it was 10 years ago. It is decreasing rather than increasing, even including this \$4,000 which they want for piecework.



I shall not take any more of your time, except to say that I should not hesitate for a moment to accept the judgment of these gentlemen as to what they need.

Senator GALLINGER. You want the same appropriation they had last year?

Senator WEEKS. Exactly; and this year of all others would be the last year to reduce it. I am confident, from what I have learned, that the House Appropriation Committee did not understand the matter when they made the appropriation, and that it should be restored.

Senator BRYAN. So you are asking for two additional men, one at \$2,200, and one at \$1,800?

Senator WEEKS. That is it.

Senator SMOOT. No; he is asking for \$7,000 for piecework.

Senator WEEKS. That would take the place of part of the piecework.

Senator BRYAN. I saw that the increase on each one was exactly \$4,000.

Senator WEEKS. It would be the same appropriation, only made in a different way.

Senator BRYAN. So if you put in the two new men you want under the upper paragraph, you would not ask for them here. Is that the case?

Senator WEEKS. I understand not. I have not the bill before me, but I think that is correct.

Senator OVERMAN. I have here a letter from the Secretary of the Navy, which I will ask the reporter to insert in the hearing.

(The letter is as follows:)

NAVY DEPARTMENT,  
Washington, December 18, 1914.

My DEAR SENATOR: 1. In submitting its estimates for the Nautical Almanac for 1916 the Navy Department estimated for two assistants (new), one at \$2,200 and one at \$1,800, and for pay of computers on piecework \$3,000, total \$7,000, in lieu of previous appropriations for pay of computers on piecework, \$7,000, and accompanied this estimate by the following note: "It is proposed to take the appropriation for the pay of these two assistants from the piecework appropriation and reduce that appropriation by that amount, so that no extra expense will be incurred. It is believed that by making these places permanent better efficiency will result." The notes were omitted in the printed estimates by the Treasury, and the House committee having the legislative, executive, and judicial bill in charge did not approve the two new places and left the piecework at \$3,000 instead of adding the \$4,000 of the new places, so the total as now carried in the bill is \$4,000 less than in previous years. Upon the attention of the committee being called to this reduction the chairman of the committee offered an amendment increasing the amount to \$7,000. (Cong. Rec., Dec. 17, 1914, p. 325.)

2. Opposition to this amendment was made based on this department's reply to Senate resolution 424 of July 17, 1914, in regard to the Nautical Almanac. These papers were referred to your committee.

3. In my letter transmitting these papers to the Senate, I wrote: "2. It is there shown that the annual expense to the Government of maintaining the Nautical Almanac Office 20 years ago was something like \$6,500 more than at present, including a piecework fund about \$1,500 greater than now. The scale of salaries of the assistants has remained the same, with the exception of one position, which during the last few years has been increased from \$1,600 to \$1,800, and again from \$1,800 to \$2,000. There were then detailed to the Nautical Almanac Office three professors of mathematics, United States Navy, where now there is but one."

4. As all papers referring to the subject were submitted, extracts can be made from some of these which would give an entirely erroneous idea, which a thorough examination of all the papers would refute. The Department will, of course, be glad to contribute any necessary assistance to a complete understanding of these papers.

5. The Department is convinced of the following facts in regard to the Nautical Almanac Office:

- (a) That the expenses of the office are less now than they were twenty years ago.
- (b) That the amount of matter in the American Ephemeris and Nautical Almanac is 40 per cent greater now than it was twenty years ago.
- (c) That the volume never was more accurate and reliable than it is now.
- (d) That the amount, \$7,000 yearly for piecework is less than the average for the past thirty years.
- (e) That the conditions in Europe will necessitate more or less loss of cooperation from foreign countries.
- (f) That the Nautical Almanac is still behind its proper date of publication.
- (g) That the \$4,000 omitted from this bill is about a 20 per cent reduction in the appropriation for this office.

6. In view of the facts in the case and the action of the House committee the department requests your committee to make the amount for piecework \$7,000 as in previous years, being convinced that any material reduction will seriously cripple the work.

Sincerely, yours,

JOSEPHUS DANIELS.

Hon. THOMAS S. MARTIN,  
*United States Senate, Washington, D. C.*

### **STATEMENT OF CAPT. J. A. HOOGEWERFF, UNITED STATES NAVY, SUPERINTENDENT OF THE NAVAL OBSERVATORY.**

Capt. HOOGEWERFF. In making up the estimate for the almanac this year and presenting it to the Secretary of the Navy we found, as Senator Weeks has said, that we required outside men of ability to do some of the work on the almanac and some of the research work. We find that it is getting more and more difficult to hold men of ability, and we had hoped that by putting \$4,000 of this \$7,000 for piecework into two salaries, and holding an examination to fill them, we would be able to improve the service. It was not intended for any particular two men, although we had two men in mind to give the examination, together with all the other people who had any connection with the Nautical Almanac. They were pieceworkers.

Senator GALLINGER. You have always had outside help, have you not?

Capt. HOOGEWERFF. Yes, sir; we have always had outside help, but we thought that by putting part of it into salaries, if we could get two men of ability, it would be a wise step. You see, if you try to get men of extra ability to come in at the bottom at \$1,000 and work up you can not do it. They have been doing piecework, and there has been opposition to the piecework system for some years, and we thought that by putting part of it in salaries we could stop that and get two high-class men.

Senator SMOOT. The examination you speak of is to be under the civil service?

Capt. HOOGEWERFF. We were going to make it under the civil service; yes, sir. I distinctly told everybody connected with it that I would not consent to any such thing as that without a perfectly free and fair examination, and I intended to have it, as far as possible, free from any bias, so as really to get men of ability.

Senator BRYAN. Captain, the House left out the estimate of these two new men. It seems to me that what we are interested in is a statement as to the necessity of their employment.

Capt. HOOGEWERFF. In our estimate a note was put in saying that we could not afford to do without this money, but that if the \$4,000

were not put into these two salaries we would request to have it put back in the piecework appropriation; that is, to have the \$7,000 amount anyway. It would not have made so very much difference whether you paid it out for piecework or for salaries.

Senator BRYAN. Which way did you prefer to have it?

Capt. HOOGEWERFF. We asked for the two salaries.

Senator BRYAN. You would rather have it that way than on the piecework plan?

Capt. HOOGEWERFF. It will give us the trouble of picking out two men; but I think we can get two good men by that examination. I hope so.

Senator BRYAN. I was asking you for information. One paragraph would give you \$7,000, and under that you could have the work done by what you call piecework. The other way you would have to employ two men.

Capt. HOOGEWERFF. Yes, sir.

Senator BRYAN. Which method would you prefer?

Capt. HOOGEWERFF. I think if we can get two permanent men of ability the office will be better off, and I think perhaps there will be less trouble about the bills. Each year for some years there has been the same question about it.

Senator SMOOT. Could you not hold the examination under the civil service and pay them out of the lump sum of \$7,000 for piecework?

Capt. HOOGEWERFF. All of these pieceworkers have been examined, sir. Nobody who has not been examined works on piecework.

Senator SMOOT. Why would it not be just as well, then, to increase the \$3,000 to what you had last year, \$7,000, and leave the bill as it was last year, without putting these men in the regular appropriation at so much for each man?

Capt. HOOGEWERFF. Personally, I do not think it makes very much difference, except that, of course, the piecework is intermittent, and each year the question comes up, and those people are stirred up about it. They say, "Here, I can not afford to do this piecework. If I get a job outside, I am going to take it." The few men we have of great ability on that work are just waiting for an offer outside. It happens that there are two men now who are free. One of them ran the International Geodetic Association station, just outside of Washington, but, on account of the war and one thing and another, they have had to stop those observations, and they are going to turn the instrument over to the Naval Observatory. He is a very able man, and he is temporarily, you may say, out of a job except on piecework. They would make, I think, as much on piecework as though they were holding salaried positions, but it is not permanent, and while I have been there only one year, on the two occasions when this question has been up there has been an attack on this fund.

The only basis for an attack on the piecework fund is this: You take the regular people who work on the Nautical Almanac, and they come in at \$1,000. They are hack-workers. I mean to say, you can take men of that kind and give them a certain form to go by, and they add and multiply and subtract and work logarithms and other things that do not require any scientific knowledge; while the men who come in at that low pay and are brilliant men drift away because

they can get bigger pay outside. The hack workers remain at this small pay, and those men actually do not realize what the Nautical Almanac is. They think if they can take where the sun and the moon and the stars were 50 years ago and work out the same old figures, they have always been working out, they will get a good result.

The fact of the matter is that every heavenly body is moving through space with great rapidity; the earth, from which we measure them, is moving, and you can not go back to old tables and keep up. You have to have scientific people, who know what the new observations are, to work them out and make up new tables. Otherwise, you would gradually get more and more behind, and instead of the Nautical Almanac being a thing you can depend on it would become discredited, and finally it would become unreliable. It takes some time to do that, but it would happen in time.

The ordinary workers on the Nautical Almanac naturally come down to men who are used to low salaries. They are what you might call hack workers. They can multiply and divide, and do that all right, and if you give them the same forms they have had they can do it; but those people stay on the work, and they are very averse to anyone coming in higher up instead of starting at the bottom and working up, and they gradually get what I call swelled heads, and think that they are the ones that run the Nautical Almanac. In other words, they really do not appreciate that it requires scientific ability to keep track of all the new observations and to keep continually working on the tables.

You can, of course, take the Nautical Almanac and work it out just as it was 50 years ago from the same old tables, and it does not cost very much money; but if you are to make it of any value in the future, and keep it up to time, you have to have a scientific man at the head of it who knows the value of observations, what new observations to use, and how to combine them; and, furthermore, the theories are continually being modified. For instance, suppose you work out the position of the moon: Newcomb made a theory of the moon. You can work that out, and for some years you will hit the moon closely enough; but pretty soon you will find that his theory has something left out of it, and the moon gets off the track.

Senator SMOOT. What I was thinking was this: If we kept the piecework at \$7,000, a couple of years from now we would know that that was what it had been for a great many years, and we would not forget it. If we cut it to \$3,000, in a couple of years they are liable to come back and say, "You cut our piecework from \$7,000 to \$3,000, and therefore we want it raised."

Senator GALLINGER. Still, I think it is better legislation to give them these permanent employees, if they are competent, rather than to peddle this work out all over the country.

Senator SMOOT. I think so myself.

Capt. HOOGEWERFF. I expect extra work for myself personally in arranging for the examinations. Of course I am a line officer of the Navy, and I do not stay there permanently. I have been stationed at the observatory before, and I think I know the thing fairly well; but, at the same time, it is only a job for a limited time with me. I have had command of a battleship, and I expect to have another one as soon as it is my turn, so that I have no personal interest in it; and I personally feel that so long as you have that money you can perhaps get the results.

The idea of Prof. Eichelberger, who is the head of the Nautical Almanac, and who is professor of mathematics, is that your good men will gradually drift away. Every year now, for instance, those people out there do not know, the 1st of July, whether they are going to be thrown out of the piecework or not. It is liable to be cut down in some way. It makes them restless, and they say "Well, we will take another job as soon as we can get it." So the good men drift away, and the men we keep are the mediocre men, who are all right, as I say, in adding and subtracting and things like that, but that is all they can do.

Why, gentlemen, those men stay there and do that kind of work until their heads get so woozy that during the half-hour lunch I say, "Go out in the air"; and they come to me with all sorts of trivial complaints. They say, for instance, that one of them wants a window down and another one wants it up—little, trivial things, you know; and yet at the same time they can add and subtract all right.

I will say this, however, about the directors of the almanac: They are scientific men, and from what I see of most scientific men they are not good executives. I think, myself, a strong hand out there early in the game would have stopped it; and they will get it from me, if I stay there, all right.

Senator OVERMAN. Is there anything else you want to say?

Capt. HOOGEWERFF. If you want any particulars, sir, it is a fact that for 30 years the Nautical Almanac has averaged a greater cost than we are asking for now. For 30 years, with the exception of three years—in 1907, 1908, and 1909—when it was \$6,000, the cost of the piecework has been greater; never less than \$7,000, and sometimes greater. There has been no change in the salaries, except in one instance. There were three men at \$1,600. One got a special provision, without request of the department, to have one salary raised to \$1,800, and he was given the position without an examination, and two years after that it was raised another \$200, and his head was turned.

Last year, I have heard—I do not know whether this is true or not—that in this committee, or the whole committee, it was recommended to raise that position again by \$200, without my recommending it, or the director of the Almanac, or the Secretary of the Navy, and the committee turned it down. The piecework was cut out in committee.

You can not keep good men on this work and have them feeling all the time that they are likely to be cut out. Why, getting up this statement in answer to the Senate resolution cost us a great deal of money in time of the force. Every year we spend money in the time of people looking out for this. If we could simply attend to our business the efficiency of the office would be increased. The spirit of unrest up there, also, does not do any good.

I would like to say this about Mr. Johnson, the chairman of the subcommittee in the House: I went to the Secretary and got a letter to him, and he, on the floor of the House, asked for an additional amount, so as to make the total piecework \$7,000. That was opposed on the floor of the House. I have here a written answer to every statement made on the floor of the House against the Nautical Almanac. The report in response to the Senate resolution has never been printed. It was taken and used to discredit the administration



of the Nautical Almanac Office. I have here answers to all those statements, and there is not one of them that a thorough reading of the whole report will sustain.

For instance, in one case it was reported to have been said that the Director of the Nautical Almanac, Mr. Eichelberger, had stated that the Nautical Almanac could be run for \$6,000. I can find no such statement in the report. The only statement that looks like it is this: Prof. Eichelberger stated, in writing, "It is possible that when the international agreement is in good working order we can reduce the expense by \$6,000." This is about 20 per cent of the whole cost.

In one or two cases men in the past who had, I think, been discontented—said they estimated that the Nautical Almanac could be run for so many dollars. I looked up the record at times when two of them were in charge of it, and they spent a great deal more than they said they could run it for.

Senator OVERMAN. Have you those answers to the House?

Capt. HOOGEWERFF. Yes, sir.

Senator OVERMAN. They wanted me to publish the whole report, and it would have cost so much that I would not do it. Senator Jones asked for it. It is a great record—about six or seven hundred pages, perhaps.

Capt. HOOGEWERFF. Oh, no, sir; it is only 139 typewritten pages. It is all right here.

Senator OVERMAN. I found that it would cost about \$500, and I would not order it printed.

Capt. HOOGEWERFF. Any one can take this report and by reading parts of it only get a wrong impression. The Senate called for almost every paper that we had with regard to the Nautical Almanac for 20 years. The papers on both sides are there. You can take up this report and pick out statements that are shown later in the report to be incorrect. Our object in wishing this report printed is to have this thing once and for all put on a straightforward basis, where anybody who will take the trouble can see what it is. It will not cost the Government as much in the long run, in my opinion, as it will to have somebody take this typewritten report and use extracts only from it.

Senator GALLINGER. Why not put it in the hearings? It can be reprinted, if necessary.

Capt. HOOGEWERFF. The Secretary of the Navy, in transmitting this statement to the Vice President, said, in the second paragraph:

It is there shown that the annual expense to the Government of maintaining the Nautical Almanac Office 20 years ago was something like \$6,500 more than at present, including a piecework fund about \$1,500 greater than now. The scale of salaries of the assistants has remained the same, with the exception of one position, which, during the last few years, has been increased from \$1,600 to \$1,800 and again from \$1,800 to \$2,000. There were then detailed to the Nautical Almanac Office three professors of mathematics, United States Navy, where now there is but one.

(The subcommittee thereupon directed that the statement referred to should be printed as a part of the hearing.)

Senator OVERMAN. It will go in the record, and we will be able to read it. Is that all?

Mr. EICHELBERGER. There are just two papers I should like to have put in the record also. They are two brief papers.

Senator OVERMAN. Can you not select certain of the papers that you want to have go in, instead of publishing them all?

Mr. EICHELBERGER. I think perhaps we could.

Senator OVERMAN. I am not going to raise any objection to publishing it all.

Senator GALLINGER. Are these answers to objections made in the other body, some of them?

Capt. HOOGEWERFF. This one paper is.

Senator GALLINGER. It seems to me that perhaps we are simply magnifying some absurd claims to put the thing in, but I am not going to object.

Senator OVERMAN. Prof. Eichelberger, can you not just select the papers you want to put in?

Senator BRYAN. Perhaps you had better not do that. If you are going to publish any of them, you had better publish them all.

Mr. EICHELBERGER. I think it would be better to publish them all.

Senator OVERMAN. Let them all be published, then. Now, Mr. Eichelberger, what is the paper you want to put in?

Mr. EICHELBERGER. Only the one statement here.

Senator OVERMAN. Is it a short statement?

Mr. EICHELBERGER. It is a short statement that was presented at the time these assistants were asked for, and it gives the reasons for the assistants.

Senator OVERMAN. Just put that in.

(The matter last above referred to is as follows:)

*Estimates for Nautical Almanac Office year ending June 30, 1916.*

Instead of piecework, \$7,000, substitute—

1 assistant.....	\$2, 200
1 assistant.....	1, 800
Piecework.....	3, 000

Total.....	7, 000
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No increase in appropriation is asked.

The present director, Nautical Almanac, soon after his assignment, four years ago, became convinced that better results would be obtained if a portion, at least, of the appropriation for piecework were converted into fixed salaries. The present moment is opportune for the change, as two of the present pieceworkers are now willing to accept salaried positions and the office would be extremely fortunate in securing the addition of these two men to the office force.

In brief, the history of the appropriation for the Nautical Almanac Office is as follows:

Before 1882 the appropriations for the office were in lump sums. In 1882 a portion of the lump appropriations was converted into salaries for 10 assistants, a copyist, and an assistant messenger the balance being left in lump sum. It is now proposed to carry the work begun 30 years ago a little further in the same direction.

*Appropriations, Nautical Almanac Office.*

	1881	1882	1883	1915
For salaries, etc. (lump sum).....	\$19, 000			
For 10 assistants (annual salaries).....		\$12, 800	\$13, 200	\$13, 600
For copyist and assistant messenger.....		1, 200	1, 200	1, 620
For messenger boy.....				420
For tables of the planets.....	3, 000			
For piecework.....		9, 000	8, 600	7, 000
Miscellaneous.....	1, 500	1, 500		
Total.....	23, 500	24, 500	23, 000	22, 600

The reasons for asking that the salaries of the two new assistants be \$2,200 and \$1,800 are as follows:

(1) There are no better men in the present office force than the two pieceworkers that it is desired to transfer to assistantships. The two men have had long experience in astronomical work and are easily worth to the office the highest salary asked. If the new positions were created at the bottom of the roll instead of at the top, the pieceworkers in question would not accept a transfer.

(2) The positions in the Nautical Almanac Office will be made more attractive, and the office will not labor under so great a disadvantage as at present, in competing for young men with the other scientific offices of the Government. The Nautical Almanac Office is now a department of the Naval Observatory, coordinate with the department of astronomical observations. In 1883 the three senior assistants of the Nautical Almanac Office received \$1,600 each, totaling \$4,800, and for the three senior assistants at the observatory, called assistant astronomers, \$4,900 was appropriated. The three assistant astronomers now receive \$2,400, \$2,000, and \$1,800. To grant the two new places asked for would give the almanac one assistant at \$2,200, one at \$2,000, and one at \$1,800, restoring the Almanac Office to the position which it held 30 years ago relative to the observatory in the matter of salaries. The disadvantage under which the Almanac Office labors as compared with other scientific offices is further shown as follows: For the year ending June 30, 1912, in the Bureau of Standards about 29 per cent of the scientific employees received \$1,800 or more; in the Naval Observatory about 32 per cent received \$1,800 or more; in the Coast and Geodetic Survey about 40 per cent received \$1,800 or more; in the Nautical Almanac Office about 12½ per cent received \$1,800 or more. Even under the proposed arrangement only about 25 per cent of the almanac force will receive \$1,800 or more.

It is now proposed to fill these two new positions by the two pieceworkers to whom reference has been made, but if the positions are created then to determine which higher positions.

Dr. Frank E. Ross was appointed an assistant in the Nautical Almanac Office in 1902 and resigned in 1903 to become a research assistant in the Carnegie Institution, working with Prof. Newcomb on his lunar researches. One of the products of these researches, "Inequalities in the Motion of the Moon Produced by the Action of the Planets," 168 pages, published by the Carnegie Institution in 1907, appears as the joint work of Newcomb and Ross. In another product of these researches, published by the Nautical Almanac Office in 1912, "Researches on the Motion of the Moon," 249 pages, Prof. Newcomb says: "In the completion of the work the author takes pleasure in acknowledging the very important services rendered by Dr. Frank E. Ross, who acted both as computer and superintendent of computations, and whose care and efficiency in the performance of these duties have contributed greatly to facilitate the completion of the work and insure its correctness." As Prof. Newcomb died before this work was published, the arduous duty of seeing it through the press fell largely upon the shoulders of Dr. Ross.

In addition to his duties with Prof. Newcomb in the realm of theoretical astronomy Dr. Ross accepted the position of director of the International Latitude Station at Gaithersburg, Md., in 1905, which position he still holds. In 1907, as his duties with Prof. Newcomb became less arduous, he was again placed on the roll of the Nautical Almanac Office, this time as a pieceworker, and he has continued to work for the office ever since that time.

Dr. Ross's name is found among the authors of articles in the Annals of the Harvard College Observatory, the Monthly Notices of the Royal Astronomical Society, the Bulletin of the Lick Observatory, the publications of the Astronomical and Astrophysical Society of America, the Astronomical Journal, and the Astronomische Nachrichten, having contributed to these publications a score of articles on a wide variety of astronomical subjects.

The International Latitude Association has decided to close its station at Gaithersburg, so that Dr. Ross shortly will be free to devote all his time to such work as is carried on in the Nautical Almanac Office.

Mr. Arthur Newton came to the Almanac Office 10 years ago as an assistant, holding that position for about 7 years. For the last 3 years he has been a pieceworker, but devotes his entire time to the office work.

When the present director assumed the duties of that office, about four years ago, he soon found that Mr. Newton was a man of unusual ability. The director has consulted with Mr. Newton about the various branches of the work of the office more frequently than with any other employee, because it soon developed that the desired information was in general obtained thus more quickly and more accurately than in any other way. This is not intended to detract from those assistants who are devoting themselves to special lines of work.

AUGUST 20, 1914.

MY DEAR MR. VICE PRESIDENT: 1. I herewith transmit the information called for by Senate resolution No. 424 of July 17, 1914, in regard to the Nautical Almanac.

2. It is there shown that the annual expense to the Government of maintaining the Nautical Almanac Office 20 years ago was something like \$6,500 more than at present, including a piecework fund about \$1,500 greater than now. The scale of salaries of the assistants has remained the same, with the exception of one position which during the last few years has been increased from \$1,600 to \$1,800 and again from \$1,800 to \$2,000. There were then detailed to the Nautical Almanac Office three professors of mathematics, United States Navy, where there now is but one.

3. Attention is called to the fact that 20 years ago no attempt was made to determine the actual cost of each volume of the American Ephemeris and Nautical Almanac, and as several volumes were in preparation at the same time, it is difficult even to estimate that cost. Now great care is taken in keeping the records so that at any time the cost of any piece of work can be determined.

4. At that time there were no rules or regulations governing the checking of the computations for the ephemeris. The work was usually placed in the hands of one of the assistants, and he checked in accordance with his own discretion. Now the checking is carried on in accordance with fixed rules indicating the minimum amount that must be done.

Faithfully, yours,

The VICE PRESIDENT,  
*United States Senate, Washington, D. C.*

(The statement above referred to, ordered by the subcommittee to be printed as a part of the hearing, is as follows:)

[Reply to S. Res. 424, July 17, 1914, first paragraph.]

COPIES OF ALL REPORTS, LETTERS, AND MEMORANDA PREPARED FOR OR SUBMITTED TO THE SUPERINTENDENT OF THE NAVAL OBSERVATORY SINCE JULY 1, 1909, CONCERNING OR RELATING TO THE COST OF PREPARING THE AMERICAN EPHEMERIS AND NAUTICAL ALMANAC, AND A STATEMENT OF THE ACTION TAKEN THEREON.

List of all reports, letters, and memoranda prepared for or submitted to the Superintendent of the Naval Observatory since July 1, 1909, concerning or relating to the cost of preparing the American Ephemeris and Nautical Almanac:

1. Memorandum prepared by the Director Nautical Almanac, concerning the appropriation for pay of computers on piecework at the Nautical Almanac Office in view of an amendment offered in the Senate to strike out said appropriation, dated June 11, 1912.

2. Memorandum prepared by the Director, Nautical Almanac, concerning the appropriation for computers on piecework, Nautical Almanac Office, in view of an amendment from the Senate Committee on Appropriations, on May 15, 1914, to strike out said appropriation.

3. Statement by the Director, Nautical Almanac, concerning Senate amendment (157) to the legislative bill, June, 1914, with two appendices.

4. Letter from the Director of the National Observatory of the Argentine Republic to the Director, Nautical Almanac, dated October 25, 1912, calling attention to the accuracy with which the eclipse of October 9-10, 1912, was predicted by the American Ephemeris, and to the facts that all the English observers used the American Ephemeris times, and that the maps made by the National Observatory of Brazil at Rio were based wholly upon the American Ephemeris data.

5. Memorandum for Mr. Robertson from the Superintendent United States Naval Observatory, dated August 25, 1911 (p. 432. N. A. Letter Book No. 17).

6. Memorandum for the Superintendent United States Naval Observatory from Mr. Robertson, dated August 26, 1911.

7. Assignment of work to finish 1915 Ephemeris by Mr. Robertson (inclosure with No. 6).

8. Assignment of work for 1916 and future volumes by Mr. Robertson (inclosure with No. 6).

9. First indorsement on No. 6 by Superintendent United States Naval Observatory, dated August 28, 1911.

10. Second indorsement on No. 6 by Director Nautical Almanac.

11. Inclosure with second indorsement on No. 6 by Director Nautical Almanac, dated September 12, 1911.

12. Comment by Mr. Robertson on No. 11, dated September 19, 1911.
13. Letter of Prof. Updegraff commenting on the recommendations of the Paris conference of October, 1911, dated December 14, 1911. (This letter can not be found in the files of the observatory or of the department.)
14. Second letter of Prof. Updegraff, commenting on the recommendations of the Paris conference of October, 1911, dated December 26, 1911. (The letter can not be found in the files of the observatory or of the department.)
15. First indorsement on Nos. 13 and 14, from Superintendent United States Naval Observatory to Director Nautical Almanac, dated January 4, 1911.
16. Second indorsement on Nos. 13 and 14, from Director Nautical Almanac to Superintendent United States Naval Observatory. (Original indorsement can not be found in the files of the observatory or of the department. This copy is made from the director's original draft.)
17. Third indorsement on Nos. 13 and 14, from Superintendent United States Naval Observatory to Prof. M. Updegraff, United States Navy, dated February 21, 1912.
18. Fourth indorsement on Nos. 13 and 14, from Prof. M. Updegraff, United States Navy, to Superintendent United States Naval Observatory, dated February 26, 1912.
19. Work in Nautical Almanac Office, from October 1, 1907, to November 1, 1910, referred to in No. 16.
20. Work in Nautical Almanac Office on Ephemeris, 1912, 1913, and 1914, before October 1, 1907, and from November 1, 1910, to December 31, 1911, referred to in No. 16.
21. Memorandum for the superintendent, believed to have been prepared by Mr. Robertson, dated March 18, 1912.
22. Letter from Capt. J. L. Jayne, United States Navy, to Superintendent United States Naval Observatory, concerning the authorship of No. 21, dated April 5, 1914.
23. Memorandum for Director Nautical Almanac from Superintendent United States Naval Observatory, dated March 30, 1912.
24. Memorandum for Nautical Almanac assistants from Director Nautical Almanac, dated April 2, 1912.
25. Reply of Mr. Robertson to Nos. 23 and 24, dated April 3, 1912.
26. Indorsement of Director Nautical Almanac on No. 25, dated April 5, 1912.
27. Comment of Mr. Robertson on No. 26, dated April 13, 1912.
28. Memorandum by Mr. Robertson relative to his letter, No. 25.
29. Memorandum for the Superintendent United States Naval Observatory, by Mr. Robertson, in explanation of No. 28, dated April 12, 1912.
30. Comments on Nos. 28 and 29 by the Director Nautical Almanac for the Superintendent United States Naval Observatory, dated April 13, 1912.
31. Reply by Mr. Robertson to No. 30, undated.
32. Memorandum by Mr. Robertson on condition of 1915 Ephemeris, on April 16, 1912.
33. Memorandum by Mr. Robertson as to condition of 1916 Ephemeris, on April 16, 1912.
34. Memorandum by Mr. Robertson, dated April 16, 1912.
35. Comment of Director Nautical Almanac on No. 32.
36. Determination by the Director Nautical Almanac of the elapsed time between the completion of the Ephemeris for 1913 and that for 1914.
37. A statement by the Director Nautical Almanac, showing roughly how the annual appropriation for the office was consumed.
38. Statement by the Director Nautical Almanac, showing money turned back to Treasury because of vacancies in the Nautical Almanac Office or of leave without pay during the first 10 months of fiscal year 1911-12, and answers to verbal questions of the Superintendent United States Naval Observatory.
39. Reply of Mr. Carrigan to Nos. 23 and 24, dated April 17, 1912.
40. Reply of Mr. Fisch to Nos. 23 and 24, dated April 18, 1912.
41. Reply of Miss Martin to Nos. 23 and 24, dated April 25, 1912.
42. Memorandum to the Superintendent United States Naval Observatory, from Mr. Hill, dated April 27, 1912.
43. Cost of computing Occultations, Moon Culminations, and Phenomena 1901-1914, prepared by Mr. Hodgkins from official records at the verbal direction of the superintendent for consideration in connection with Nos. 25 to 35.
44. Comparison between Mr. Robertson's estimated cost of an Ephemeris with the actual cost of the 1912, 1913, and 1914 Ephemerides, prepared by Mr. Hodgkins from official records at the verbal direction of the superintendent for consideration in connection with Nos. 25 to 35.
45. Comparison between Mr. Robertson's estimated cost of certain portions of the Ephemeris that have not changed much during the last 10 or 12 years with the actual cost in the volumes for 1903, 1908, 1912, 1913, and 1914, prepared by Mr. Hodgkins



from official records at the verbal direction of the superintendent for consideration in connection with Nos. 25 to 35.

46. Superintendent's memorandum of June 15, 1912, addressed to the Assistant Secretary of the Navy. (No copy of this can be found in the files of the observatory or of the department.)

47. Letter from Hon. W. E. Humphrey to Assistant Secretary of the Navy, dated July 1, 1912.

48. Orders appointing a board in regard to cost of work in connection with Nautical Almanac Office, dated July 6, 1912.

49. Report of board appointed under No. 48.

50. Letter from Assistant Secretary of the Navy to Hon. W. E. Humphrey, dated July 17, 1912.

51. Order of the Superintendent United States Naval Observatory, appointing a board on computations, etc., Nautical Almanac Office, dated October 5, 1912.

52. Extract from letter of Miss Martin (No. 41) for consideration of the board appointed under No. 51.

53. Extract from letter of Mr. Carrigan (No. 39) for consideration of the board appointed under No. 51.

54. Report of board appointed under No. 51, dated October 15, 1912.

55. Minutes of board appointed under No. 51, dated October 14, 1912.

56. Letter from Director Nautical Almanac to Superintendent United States Naval Observatory on No. 54, dated October 29, 1912.

57. Letter from Mr. Morgan to Superintendent United States Naval Observatory, commenting on No. 56, dated November 5, 1912.

58. Final action of Superintendent on Nos. 54 and 56, addressed to the Director Nautical Almanac, dated November 12, 1912.

59. Letter from Superintendent United States Naval Observatory to Director Nautical Almanac, dated December 16, 1913.

60. Reply of Director Nautical Almanac to No. 59, dated December 18, 1913.

61. Detailed cost of the American Ephemeris and Nautical Almanac for the years 1913, 1914, 1915, and 1916, prepared February 1, 1914, from the official records of the office.

62. Expenditure of appropriations, 1914, for the Nautical Almanac Office from July 1, 1913, to January 31, 1914, inclusive.

63. Memorandum on the cost of the 1916 Ephemeris by the Director Nautical Almanac Office, dated February 20, 1914.

The above list is a complete answer to paragraph 1 of the Senate resolution of July 17, 1914, so far as I know.

So far as I know, the above list contains all the documents called for in paragraph 1 of the Senate resolution 424.

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**MEMORANDUM CONCERNING THE APPROPRIATION FOR PAY OF COMPUTERS ON PIECE-  
WORK AT THE NAUTICAL ALMANAC OFFICE.**

JUNE 11, 1912.

This fund is used to supplement the work of the regular assistants in preparing for publication the American Ephemeris and Nautical Almanac and in improving the tables of the planets, moon, and stars used in making the predictions in the Ephemeris.

It is required that the Ephemeris be published three years in advance. Due to changes made in the Ephemeris several years ago, the date of issue became less than three years in advance and recently the entire force of the office has been used in making up the time lost. The introduction to the Ephemeris for 1913 is dated January, 1911, that for 1914, October, 1911, and it is expected to send the final copy for 1915 to the printer next month, July, 1912.

The total cost of the American Ephemeris and Nautical Almanac for 1912 was \$21,000; for 1913, \$17,000; for 1914, \$15,700. This includes the entire volume in each case, though from \$1,000 to \$2,000 was saved to the office through exchange of work with the British Nautical Almanac office.

It is hoped to still further reduce the cost of publication, but the figures given show that the appropriation for the regular assistants—\$13,600—was not sufficient to have gotten out any one of the last three published.

If the piecework fund is omitted from the appropriations without increasing the number of regular assistants, the work of improving the tables of the planets, moon, and stars can not be carried on and the date of issue of future volumes of the Ephemeris may become more and more behind the three-year requirement of the law.

It might be added that the best men on the office roll are carried as pieceworkers.

W. S. EICHELBERGER.

MEMORANDUM CONCERNING THE APPROPRIATION FOR COMPUTERS ON PIECEWORK,  
NAUTICAL ALMANAC OFFICE.

On page 94 of the legislative appropriation bill as reported to the Senate from the Senate Committee on Appropriations on May 15, 1914, is found the following amendment under Nautical Almanac Office:

Strike out "For pay of computers on piecework in preparing for publication the American Ephemeris and Nautical Almanac and in improving the tables of the planets, moon, and stars, \$7,000."

This leaves an appropriation for 10 assistants of \$13,600, an amount inadequate to have produced the American Ephemeris and Nautical Almanac for any one of the last five years, the respective costs having been for 1912, \$21,000; for 1913, \$17,000; for 1914, \$15,700; for 1915, \$17,500; for 1916, \$15,000.<sup>1</sup> The decreased appropriation, therefore, is not sufficient to publish the annual volumes, and of course leaves nothing whatever for the very important duty of the office, that of improving the tables of the planets, moon, and stars. If this latter work is not carried on the accuracy of the predictions in the Ephemeris can not be maintained.

The method of expending the appropriation in question during the present fiscal year to date shows the importance of the fund even if we consider only the publication of the annual volumes. Of the \$7,000 appropriated for pay of computers on piecework, \$6,210.70 was expended during the first 10 months of the year, and 60 per cent of this amount was for work on the annual volumes, the other 40 per cent on improving the tables of the planets, moon, and stars to be used in preparing for publication the annual volumes of the office.

The adopt this amendment without providing for additional assistants will not only cut off one-third of the present resources of the office, but will deprive it of the services of several of its best men, a loss far greater than can be expressed in dollars and cents. Almost every one employed under this appropriation for computers on piecework is an experienced computer and some of them are mathematicians of exceptional ability.

The records of Congress show that for over 30 years the appropriation for piecework for the Nautical Almanac Office has been made annually, that during that period the appropriation has ranged from \$9,900 to \$6,000, and that it has averaged about \$7,500. Further the appropriations for assistants during that same period has varied from \$13,200 to \$13,600, so that the department's estimates and the amount carried in the bill as it passed the House are about \$100 less than the average annual appropriation during the past 30 years.

Two years ago the Secretary of the Navy wrote a letter setting forth the need of the almanac office for this appropriation, which letter was read to the Senate, page 8039 of the Congressional Record for June 13, 1912. The Senate at that time rejected an amendment cutting out this appropriation.

With reference to the legislation carried on the naval appropriation bill approved August 22, 1912, authorizing the Secretary of the Navy to arrange for the exchange of data with foreign almanac offices, such arrangement has been made and is in operation at the present time. The plan agreed upon by the various directors at their meeting in Paris in October, 1911, and approved by the department in accordance with the Congressional action just mentioned, assigned to the American office certain work the preliminar data for which are furnished by one of the foreign offices. When these data are received it is necessary to employ nearly the entire present force for a number of months that our share of the work may be ready for early distribution to the other offices. Thus for a portion of the year the entire present force is needed on the work of preparing for publication the annual volumes. During the remainder of the year a large portion of the office is thus available for the very important duty of improving the tables of the planets, moon, and stars to be used in preparing for publication the annual volumes of the office. This was foreseen and taken account of by Congress when in the law of August 22, 1912, it "*Provided further*, That any employee of the Nautical Almanac office who may be authorized in any annual appropriation bill and whose services in whole or in part can be spared from the duty of preparing for publication the annual volumes of the American Ephemeris and Nautical Almanac may be employed by said office in the duty of improving the tables of the planets, moon, and stars to be used in preparing for publication the annual volumes of the office." This latter duty is absolutely necessary if the accuracy of the predictions in the almanac is to be maintained, and, moreover, it is no disadvantage to this work to have it carried on principally during only a portion of the year.

<sup>1</sup> The figures given for the years 1912-1915, inclusive, include the entire volume in each case, though from \$1,000 to \$2,000 were saved to the office through exchange of work with the British Nautical Almanac office. The figures for 1916 represent the actual cost to the office, nothing being added as estimated cost of work furnished from abroad.

If the amendment of the Senate committee cutting off one-fifth of the present resources of the office is adopted, it will be impossible to continue the present international exchange of work, and it will be necessary to ask Congress to restore the appropriation to enable the American office to produce independently our annual volumes.

W. S. EICHELBERGER.

STATEMENT BY THE DIRECTOR NAUTICAL ALMANAC CONCERNING SENATE AMENDMENT  
(157) TO THE LEGISLATIVE BILL, JUNE, 1914.

1. There are two quite distinct steps in preparing an astronomical ephemeris or almanac. First, the determinations of the positions of the heavenly bodies from time to time at the different observatories of the world must be taken and discussed to find out the law of their motions. From these discussions tables are prepared which are used in predicting the positions of the heavenly bodies for the navigator, the surveyor, and the astronomer. The accuracy with which these tables will furnish future positions depends upon how well they satisfy past observations and how nearly the past observations represent the true positions at those times. As the interval between the time for which the prediction is made and the time at which the tables were formed increases, the error of the prediction increases, so that as new observations become available it is necessary to revise the tables from time to time. This work of preparing the tables is more difficult and requires much greater ability than the succeeding step. However, this most necessary, laborious, and highly technical work was not mentioned in the Senate debate in connection with striking out from the Nautical Almanac appropriations, that for \$7,000 "for the pay of computers on piecework in preparing for publication the American Ephemeris and Nautical Almanac and in improving the tables of the planets, moon, and stars." The discussion was confined entirely to the cost of the second step, the relatively routine but at times exceedingly laborious and difficult work of computing from these tables the positions of the bodies from year to year. I have prepared a tabular statement of the cost of the different kinds of work performed in the Almanac Office during the 11 months of the present fiscal year, July 1 to May 31, inclusive. See Appendix A. In brief, it shows that it has cost to prepare the annual volumes and do the routine and miscellaneous work of the office \$13,592.52 and that \$5,066.29 has been spent on the more difficult and highly technical work first referred to. The appropriation as voted by the Senate would have failed to cover the first item by more than \$1,000, leaving nothing whatever for the second. In every act making appropriations for the Nautical Almanac that I have examined, more than a score, Congress has recognized the double duty by mentioning both.

2. It was stated on the floor of the Senate that "the cost of this work (preparing the Nautical Almanac) after the Paris Conference would be about \$6,285." The American Ephemeris and Nautical Almanac for 1916 just issued was prepared largely in accordance with the recommendations and resolutions of the Paris Conference. Having the actual cost of each piece of work, allowing for some work that was done before the international cooperation went into effect, and allowing also for the fact that this is the first year for the new form, I estimate that the cost for each subsequent year under this arrangement will be \$12,000 with the miscellaneous work of the office requiring \$1,000 to \$1,500 more. Thus the appropriation proposed by the Senate would be sufficient for the routine work of publishing the annual volumes if that work could be distributed uniformly throughout the year. According to the particular distribution of the work among the different almanac offices adopted at the Paris Conference and agreed to by the Navy Department under the authority conferred by the act of Congress of August 22, 1912, the work that our office furnishes to the European offices is dependent upon data received from abroad, so that when we receive that data almost our entire present force—that allowed in the present bill as it passed the House—must be concentrated on Ephemeris work, so as to furnish our contribution within a reasonable time. This fact was known when the authority was given by Congress to consummate the international agreement, and is recognized in the proviso of the act of August 22, 1912, as follows: "Provided, That any employee of the Nautical Almanac office who may be authorized in any annual appropriation bill and whose services in whole or in part can be spared from the duty of preparing for publication the annual volumes of the American Ephemeris and Nautical Almanac may be employed by said office in the duty of improving the tables of the planets, moon, and stars, to be used in preparing for publication the annual volumes of the office."

3. The last volume of the American Ephemeris and Nautical Almanac did not appear until 15 months after the preceding one, and as requests for the volume were received from time to time for six months or more before its issue, the succeeding volumes should be issued one every nine months or so for a few years, which will



require several thousand dollars a year more than the figure given above for the routine Ephemeris work. Not only is this highly desirable from the point of view of our own office, but I have been notified by the superintendent of the British Nautical Almanac that the admiralty requires that the date of issue of their annual volumes shall be advanced several months over that of the last volume. (See Appendix B.) I found that it was possible to comply with this request and have so notified him. My arrangement of the office force was based upon the assumption that the resources of the next fiscal year would equal at least what had been allowed on the average for the last 30 years. In planning the work I expected to utilize during the coming summer five or six pieceworkers. Without this aid from the piecework fund it will be impossible to finish the work as promised, with our 10 assistants working 7 hours a day, and also publish our American Ephemeris and Nautical Almanac for 1917. Should I be unable to fulfill my promise, the British Government may feel constrained to withdraw from the agreement, and should the international agreement be terminated the annual expense of producing our volumes would be still further increased.

4. When our Government was invited to participate in the Paris Conference of October, 1911, it was stated that "in particular it appears that by a suitable distribution of work it ought to be possible, without increasing the annual expenditure, to increase notably the number of stars of which the ephemerides are published annually, \* \* \*." The object of the Paris Conference was, as stated, without increasing the annual expenditure, to increase the astronomical output of the several almanac offices. Our Government has entered into the cooperation recommended by that conference, and to decrease the resources of our office one-third, as proposed by the Senate, might be considered a violation of the spirit of the agreement. I can not believe that our Congress will be a party to such a proceeding, now that its attention is called to the matter.

5. Referring to the remarks of the Senator from Washington, the figures given to the Senate concerning the cost of the ephemerides of the sun, Mercury, Mars, and Jupiter are from official records and are correct, but the deductions from those figures are not. The fact that every computation must be checked by a party other than the original computer before the results are published in the Ephemeris does not seem to be understood. The Senator says concerning Mars: "Practically one or the other of these items (the cost of the original computation and the cost of the checking) can be saved by doing the work in the office in the first instance." He is entirely mistaken; both computations must be made, and incidently, both of these computations were made in the office by salaried assistants. A similar statement concerning Mercury is equally misleading. Both computations, "the cost of one of which could have been saved by doing the work in the office," according to the Senator, were made in the office by salaried assistants. The cost of checking work is independent of whether it is done by piecework at a fixed price or done by a salaried employee. The distinction that the Senator tries to establish does not exist. I neither claim nor admit that work done under the piecework fund is more expensive to the Government or less so than when done by salaried employees. It is the money that the office needs, and if Congress should prefer to distribute it among salaried positions I shall be glad to suggest a schedule of positions for your consideration now or at some future time.

6. Further, the Senator says that a particular paragraph of the report of a certain board, page 11281 of the Record of June 13, 1914, together with a brief history of the members of the board was enough to assure him that "we ought to try to get along without this item." The duties of the board in question were clearly defined in the superintendent's letter appointing the board. Among the subjects upon which the advice of the board was asked no mention was made of the manner of distributing the work of the office among the various employees. The chairman of the board, Prof. Eichelberger, so stated when that subject was proposed by a member of the board, but the chairman did not decline to entertain a motion on the subject (the recommendation quoted by the Senator) when a member of the board pressed the matter. The chairman simply voted against the proposition. The superintendent of the observatory, in his comment upon the report of the board, stated that this matter "was not submitted to the board for recommendation," and the director of the Almanac was instructed to disregard it. However, in the recommendation quoted, nothing is said concerning pieceworkers or the piecework fund. No recommendation is made that the appropriation in question should be discontinued, and the natural inference is simply that the piecework fund should be used for correcting the tables of the planets, moon, and stars used in preparing for publication the Ephemeris—one of the duties annually imposed upon the Almanac Office by Congress.

7. In conclusion I desire to state some facts concerning two members of the force referred to indirectly in the Senate debate. It is there stated that "one of the experts the superintendent is afraid he is going to lose was two years ago an assistant in the office at \$1,200 a year. He retired from the office and he is now getting \$1,600 out of this \$7,000 piece fund." The man to whom reference is made is Mr. Arthur Newton. I became director of the Almanac Office three and one-half years ago, and at that time knew nothing whatever of Mr. Newton. In familiarizing myself with the work of the office, I naturally sought information from those filling the higher positions, yet I repeatedly found that my search ended only when I inquired of Mr. Newton. I soon found that there was not a more valuable assistant than he in the office. Consulting the previous records of the office I found that the two directors immediately preceding me held him in nearly if not quite as high regard as myself. After having having served nearly six years without a promotion, he resigned from the office. He was later induced to accept an appointment as a pieceworker and now receives a compensation more nearly approaching his value to the office. The other man referred to similarly is Dr. F. E. Ross. He was appointed an assistant in 1902, shortly after leaving college, and resigned in 1903 to become a research assistant in the Carnegie Institution, working with Prof. Newcomb on his lunar researches. One of the products of these researches "Inequality in the Motion of the Moon Produced by the Action of the Planets," 168 pages, published by the Carnegie Institution in 1907, appears as the joint work of Newcomb and Ross. In another product of these researches, published by the Nautical Almanac office in 1912, "Researches on the Motion of the Moon," 249 pages, Prof. Newcomb says: "In the completion of the work the author takes pleasure in acknowledging the very important services rendered by Dr. Frank E. Ross, who acted both as computer and superintendent of computations, and whose care and efficiency in the performance of these duties have contributed greatly to facilitate the completion of the work and insure its correctness." As Prof. Newcomb died before this work was published, the arduous duty of seeing it through the press fell largely upon the shoulders of Dr. Ross. In addition to his duties with Prof. Newcomb in the realm of theoretical astronomy, Dr. Ross accepted the position of director of the international latitude station at Gaithersburg, Md., in 1905, which position he still holds. In 1907 as his duties with Prof. Newcomb became less arduous, he was again placed on the roll of the Nautical Almanac office, this time as a pieceworker, and he has continued to work for the office ever since that time. Dr. Ross's name is found among the authors of articles in the Annals of the Harvard College Observatory, the Monthly Notices of the Royal Astronomical Society, the Bulletin of the Lick Observatory, the publications of the Astronomical and Astrophysical Society of America, the Astronomical Journal, and the Astronomisch Nachrichten, having contributed to these publications a score of articles on a wide variety of astronomical subjects. The value to the office of two such men as Dr. Ross and Mr. Newton can not be calculated in dollars and cents; it is simply a question of how much it takes to secure their services. These two men are among the most valuable employees of the office.

W. S. EICHELBERGER.

APPENDIX A.—*Expenditure of appropriations 1914, from July 1, 1913, to May 31, 1914, inclusive (11 months).*

	By piece-work.	By assistants.	Total.
Work on Ephemeris and Almanac.....	\$3,649.50	\$8,637.17	\$12,286.67
Work incident to publishing the Ephemeris and Almanac (instructions for computing the Ephemeris; forms for computations and printer's copy; collecting papers and arranging files—computations).....	281.70	153.52	435.22
Miscellaneous (letters, clerical work, board of inquiry, etc.).....		870.63	870.63
Total (to prepare annual volumes, and do routine and miscellaneous work of office).....	3,931.20	9,661.32	13,592.52
Work in connection with preparing tables for use in preparing for publication the Ephemeris.....	2,627.00	2,439.29	5,066.29
Grand total.....	6,558.20	12,100.61	18,658.81

## APPENDIX B.

H. M. NAUTICAL ALMANAC OFFICE,  
3 VERULAM BUILDINGS,  
Grays Inn, W. C., May 1, 1914.

DEAR PROF. EICHELBERGER: The Admiralty requires this office to produce its almanac 27 months in advance, or 4½ months earlier than the 1916 almanac was produced.

This obliges me to ask for your contributions at an earlier date.

Can you let us have—Elements of Occultations for 1918, by February 1, 1915; Eclipses for 1918, by March 1, 1915; Satellites of Mars, Jupiter (V), Uranus, Neptune, 1918, by April 1, 1915; Physical Ephemerides for 1918, by May 1, 1915?

Will you please let us have the corresponding contributions for 1917 by the earliest possible dates?

If you are unable to get to within a month of these times, will you please let me know as early as possible?

Very sincerely,

P. H. COWELL.

OBSERVATORIO ASTRONOMICO DE LA NACION ARGENTINA,  
Cordoba, October 25, 1912.

MY DEAR PROF. EICHELBERGER: After the Congress last year you expressed the opinion that with the cooperation agreed upon the work of the Nautical Almanac offices would be materially lessened. I have just returned from the Brazilian eclipse, after which some of the future eclipses were discussed, and have a suggestion to offer.

It has occurred to me that possibly you could run ahead your eclipse computations say, for about 20 years, and publish a memoir on the subject. (If I remember rightly, the A. E. has the eclipses.) The present tables of sun and moon would be amply good for the purpose. If the computations had to be repeated with improved data for the last year of the period, the early computations would still be entirely justified by their usefulness.

The two years which generally intervene now between the appearance of the Ephemeris and the occurrence of an eclipse is entirely inadequate to permit of obtaining meteorological data for the belts of totality and the proper preparations for sending out expeditions. I experienced all of these difficulties in the case of the recent eclipse. Had this not been right at our doors it would have been practically impossible to send an expedition in any but a haphazard way. As it was, I could not decide upon the station until I arrived in Rio, although I began the search for information two years ago. At and after the Paris conference I was importuned by practically all eclipse observers to obtain information for them also. I sent them copies of everything I could obtain, but it was tardy.

With the increase of power required in modern eclipse investigations it becomes more necessary to know longer in advance the position of the actual station to be occupied for the proper construction of apparatus. You may have such a work as that suggested in hand. If so, I heartily second the move.

There was a storm over the entire Atlantic end of the belt—the storm extending from south of Buenos Aires to beyond Bahia. So far as known no party had even a glimpse of the corona. We obtained (in the rain) some photographic determinations of the light intensity in the actinic and visual regions and a fair idea of the second and third contacts, which agreed well with the A. E. predictions—possibly a few seconds late and duration a second or two shorter than your predictions.

You will be interested to know that the English observers used the A. E. times, etc. The maps made by the National Observatory of Brazil at Rio were also based wholly upon A. E. data.

With kindest regards, I am,  
Sincerely, yours,

C. D. PERRINE.

Prof. W. EICHELBERGER,  
Director Nautical Almanac Office.  
United States Naval Observatory, Washington, D. C.

UNITED STATES NAVAL OBSERVATORY,  
Washington, D. C., August 25, 1911.

(Memorandum for Mr. Robertson.)

1. Referring to my verbal inquiry as to the possible dates of completion of the American Ephemeris and Nautical Almanac, and also the American Nautical Almanac for 1914, 1915, and 1916, please advise me by memorandum (1) when each of these volumes could be completed, (2) what changes in present methods would be necessary to get out the work in the time you contemplate, and (3) would these proposed changes in present methods satisfy the requirements of exactness so necessary to the character of the work.

2. Considering the conclusion of the recent and extensive changes in the Ephemeris, would it be practicable to get out 1914, 1915, and 1916, and at the same time make the necessary usual preparations for succeeding volumes without employing any part of the \$7,000 piecework fund.

T. E. DE WITT VEEDER.

UNITED STATES NAVAL OBSERVATORY,  
NAUTICAL ALMANAC OFFICE,  
Washington, D. C., August 26, 1911.

Memorandum for the Superintendent United States Naval Observatory.)

1. The American Ephemeris and Nautical Almanac could be completed so far as preparation of "copy" is concerned, by October 15, 1911.

The volume for 1915 by April 15, 1912, and the volume for 1916 by January 1, 1913. These dates are contingent upon prompt receipt of Moons ephemeris from the British Nautical Almanac Office.

2. To get out the above volumes in the time mentioned would require a return to the methods in vogue in this office previous to the administration of Prof. Eichelberger.

3. The proposed change would satisfy the requirements of exactness necessary in this work.

4. The piece work on the volume for 1915 will require an outlay of \$1,800. The piece work on succeeding volumes will require an annual outlay of \$1,600. By an additional annual outlay of \$1,200 we would no longer be dependent on the British Office for the transformation of the Moon's coordinates.

Respectfully submitted.

J. ROBERTSON.

*Assignment of work to finish 1915 Ephemeris.*

Robertson: Supervising and checking.

Hodgkins: Proof.

Hamilton:	Days.
VI and VII satellites of Jupiter .....	40
Satellite diagrams and position tables.....	12
Phenomena (original).....	18
	<hr/> 70

Carigan:	
Physical ephemeris.....	70
Occultations (six months).....	60
	<hr/> 130

Snow: Star work.....	130
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Newton: Preliminary work on occultations.....	7
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Fitch:	
Star work.....	118
Phenomena.....	12
	<hr/> 130

Martin: Satellites of Jupiter.....	130
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Crawley:	
Occultations.....	90
Copying occultations.....	12
Occultations visible at Washington (duplicate).....	12
	<hr/> 114

Lewis:	Days.	
Page IV.....	18	
Saturn.....	26	
Polaris tables.....	26	
Occultations visible at Washington.....	12	
	—	82
Mrs. Hedrick: Finish Jupiter's ephemeris.		
McWilliam:		
Occultations.....	100	
Star numbers.....	30	
	—	130
Lindsey: Moon culminations.....		130
Evans: Eclipses.....		80
Merriman: Satellites of Saturn.....		50

NOTE.—From the above it is evident that 1915 can be finished in five months after October 15 if the British send the ephemeris of the moon by November 1, 1911.

J. R.

*Assignment of work for 1916 and future volumes.*

Robertson: Supervising and checking.	
Hodgkins: Proof.	
Hamilton: Venus and Mercury. Reduction of piecework.....	\$1, 026
Carrigan: Occultations (duplicate); Mars. Reduction of piecework.....	360
Snow: Star work.	
Newton:	
Fisch: Star work. Reduction of piecework.....	1, 083
Martin: Satellites (including new satellites). Reduction of piecework.....	960
Lewis: Moon. Reduction of piecework.....	1, 150
Crawley: Jupiter, Saturn, Uranus, Neptune, moon—culminations. Reduction of piecework.....	858
	—
Total reduction of piecework.....	5, 437

*Piece fund.*

Davis: Sun.....	\$750
McWilliam: Occultations (original).....	500
Evans: Eclipses.....	310
	—
Total.....	1, 560

NOTE.—By an additional outlay of \$1,200 the office would not be dependent on the British for the transformation of the moon's coordinates.

J. R.

[First indorsement.]

AUGUST 28, 1911.

From: Superintendent.

To: Director Nautical Almanac.

Subject: James Robertson, assistant, Nautical Almanac Office, statement as to dates preparation of copy for the American Ephemeris and Nautical Almanac for the years 1914, 1915, and 1916 could be completed.

1. Referred for report and return.
2. Please give this matter careful consideration, reporting on each item.

T. E. DE WITT VEEDER.

[Second indorsement.]

From: Director, Nautical Almanac.

To: Superintendent United States Naval Observatory.

Subject: James Robertson, assistant, Nautical Almanac Office, statement as to dates preparation of copy for the American Ephemeris and Nautical Almanac for the years 1914, 1915, and 1916 could be completed.

1. Returned.
2. For second indorsement see inclosure inside.

W. S. EICHELBERGER.



[Second indorsement.]

SEPTEMBER 12, 1911.

**From:** Director Nautical Almanac.**To:** Superintendent United States Naval Observatory.**Subject:** Jas. Robertson, assistant, Nautical Almanac Office; statement as to dates, preparation of copy for the American Ephemeris and Nautical Almanac for the years 1914, 1915, and 1916 could be completed.

1. A very careful consideration of the state of the work on the American Ephemeris and Nautical Almanac for 1914, in consultation with Mr. Robertson, leads to the conclusion that all the copy should be prepared by October 1. The final checking may take a week or two longer.

The final copy for the two 1913 volumes was sent to the printer February 15, 1911, and the final copy for 1914 will probably be sent before October 15, 1911—i. e., less than eight months later. Allowing an equal time for the preparation of the 1915 copy, all of this should be in the hands of the printer by about June 1, 1912. This date should, in fact, be anticipated somewhat, as during the past year considerable time was spent in preparing star tables which will last until 1920.

As during the past eight months considerable work has been done on 1915, so during the next eight months it will be necessary to do some work on 1916 if that volume is to be gotten out during the next calendar year. Therefore, I should prefer to advance the day set for furnishing the printer's copy for 1915 a month or six weeks beyond that set by Mr. Robertson (April 15, 1912). Allowing an equal length of time for the 1916 volume would give January 15, 1913, as the date for the completion of the printer's copy.

2. From a conversation a few days ago in your office, I understand that Mr. Robertson thinks that it is unnecessary to difference the various ephemerides before they are sent to the printer, as it is the custom to do this after the matter is in type. He states, further, that much of the matter is differenced by the various pieceworkers. There is no intention of duplicating the work that has been previously done, but has been the custom of most of the pieceworkers to hand in to the office only the printer's copy, so that there are no means of knowing what checks have been applied. When work has been sent out recently the computer has been instructed to hand in his computations. It is intended to continue this policy, and nothing will be differenced in the office that has been thoroughly differenced by the computer as shown by his computations.

However, I think it very important that every ephemeris should be thoroughly differenced by the original computer or some one else, before being sent to the printer—i. e., that our copy should be as nearly letter perfect as we can make it; in fact, the department has directed the different bureaus and offices that this be done. In addition, it greatly diminishes the burden on the proof reader, our very last dependence in getting out an accurate Ephemeris. If there are 1,000 mistakes in the proof a man is much less likely to find them all than if there are only 100.

There are on hand 403 pages of the first type proof of 1914, and I have had Mr. Hodgkins compare these pages with the same 403 pages of 1912. The number of changes that it was necessary for him to make in 1912 as a result of his differences was 4,398. In 1914, 1,441. Some of the copy for 1914 was prepared before I came to the office, and may not have been thoroughly differenced. In the star work to which reference was made in your office, the respective numbers are about 1,007 and 46, from the 178 pages now available. Allowing all these mistakes to remain in the copy to be found in the proof and to be corrected in a second proof of course increases the cost of the printing, and the more the type is handled the greater the danger of introducing other errors which will have to be cut out of the plate, supposing of course that these errors are discovered before the volume goes to press. In the volume for 1913 you will find half a page of errata for 1912.

3. Mr. Robertson further objects that all the printer's copy does not pass through his hands for checking. He admits that he would assign to other assistants parts that he might not have time to attend to thoroughly himself, giving such parts a cursory examination when turned in to him. The latter method has been his custom with the star work which now fills about 40 per cent of the Ephemeris. As the ephemerides of the stars are computed by one method, the check computation made by a different one, and the results compared by one of the most accurate and careful men in the office, who in general has not made either the original computation or the check, I can see no reason for Mr. Robertson applying another check, however slight. In fact, if some one else than Mr. Robertson is to practically do certain checking, I wish to place the responsibility upon that man rather than have it a divided one. In fact, the copy of the star work for 1914 is better than that of the rest of the Ephemeris, as mentioned in the preceding section.

4. Concerning the piecework fund for the present year, there has been already paid out.....	\$3
Due for work already handed in:	
Mrs. Hedrick.....	1
Miss McWilliam.....	1
Mr. Lindsay.....	1
Due for work already assigned:	
Occultations at Washington, 1914.....	
Moon, 1916 (balance).....	4
Mercury, 1915.....	6
Jupiter, 1915.....	1
Neptune, 1915.....	
Sun, 1916.....	7
Moon, 1917.....	1, 1
Work needed for 1915:	
Occultations, 1915.....	5
Moon culminations, 1915.....	4
Eclipses, 1915 (approximated).....	3
Satellites (except Jupiter), 1915.....	2

5, 5

This leaves a balance of \$1,479.35, which should be used in such work as—	
Mercury, 1916.....	6
Venus, 1916.....	4
Mars, 1916.....	3
Jupiter, 1916.....	1
Uranus, 1916.....	
Neptune, 1916.....	

1, 6

or on star reductions.

5. The plan of assigning definite portions of the Ephemeris to each assistant furnished for volume after volume is the correct plan and has been the practice of the office for many years. Just when the plan was interrupted I do not know possibly at the time of the reorganization of the Ephemeris during the past few years. This plan should be carried out in such a manner that every man after a number of years' service should be familiar with several different kinds of work, and each of work should be familiar to two or more of the assistants. The men of the higher grades should be more largely familiar with the construction of the different portions of the Ephemeris than the man in the lower grades.

As soon as it is possible for the office to undertake again research work it will be necessary to have the work done largely, if not entirely, under the immediate supervision of the director. For this reason I think it advisable to continue for the present the employment of the outside pieceworkers now on the roll in connection with the preparation of the annual volumes.

W. S. EICHELBERGER

SEPTEMBER 19, 1911

Subject: Prof. Eichelburger's indorsement to J. Robertson's statement as to the possibility of preparation of copy for the American Ephemeris and Nautical Almanac for the years 1915, and 1916 could be completed.

On paragraph 1.—(a) The copy for 1913 was as far advanced on August 1, 1911, as the copy for 1914 on August 1, 1911.

(b) The preparation of 1913 was held back in order to include an Ephemeris of the Moon. This was afterwards omitted by Prof. Eichelburger.

(c) The final copy for 1913 might have gone to the printer about December 1, 1911, instead of February 15, 1911.

On paragraph 2.—(a) Mr. Robertson claims that work was differenced in the construction of the Ephemeris that must have been differenced by the computer in order to finish his work. For instance, the Ephemeris of the planets for the Washington meridian are derived from the Ephemeris for the Greenwich meridian by interpolation. The Greenwich Ephemeris have to be differenced in order to do this.

(b) Prof. Eichelburger's resolution not to continue this practice in the future is a good one.

(c) It is not fair to compare the preparation of copy for 1914 with that for 1913, there was at that time a change in the size of the volume, a rearrangement of



contents and 219 pages of new material added. This was the cause of many errors that otherwise would not have occurred. It would have been fairer to have compared 1914 with 1913, or still fairer with 1911, or any previous volume where the differences for checking purposes were done in the proof. It is always better to difference the proof when possible, as at the same time you eliminate printers' errors.

(d) The statement that if there are 1,000 mistakes in the proof one is much less likely to find all of them than if there are only 100 is true. You can further state that if there are 100 mistakes in the proof one is also much less likely to find all of them than if there are only 10. But if in the past the proof reader succeeded in finding all of them, then why duplicate the work now in order to accomplish the same result. The volumes of the American Ephemeris are as accurate as those of Great Britain, France, or Germany.

(e) As regards star work, Mr. Snow, who compared the checks, is of the same opinion I am. That is that the work is differenced once oftener than is necessary.

*On paragraph 3.*—(a) The Ephemeris of the stars fills 40 per cent of the volume, but the work necessary for its preparation is only 20 per cent of the entire work.

(b) Mr. Robertson does not claim that the star work would be better checked under his supervision than it is now, but that it would be done as well, and more economically.

*On paragraph 4.*—(a) Under the head of work needed for 1915, the Moon Culminations could be assigned to Mr. Crawley, thus effecting a saving of \$450.

(b) The balance of \$1,479.35 could be saved by assigning Mercury 1916, and Venus 1916 to Mr. Hamilton, Mars to Mr. Carrigan, and Jupiter, Uranus, and Neptune to Mr. Crawley.

*On paragraph 5.*—(a) This is a confirmation of the plan of work that I have advocated for several years and which is carried out in the plan of work submitted to you for 1916 and subsequent years.

(b) If there is research work to be done, it should be done by the pieceworkers, and the annual volumes should be prepared by the office force.

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JANUARY 4, 1911.

From: Superintendent.

To: Director, Nautical Almanac.

1. Referred for comment and return.

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1. Respectfully returned to the Superintendent United States Naval Observatory.

2. The questions raised in page 2 of Prof. Updegraff's letter of December 14, 1911, were presented at the meeting of the council on December 20-22, and were, I believe, answered to the satisfaction of all present. Prof. Updegraff was present at that meeting by invitation of the superintendent.

3. In page 3 of his letter of December 14, Prof. Updegraff enumerates four changes which the adoption of the resolutions and recommendations of the conference would make necessary in the American Ephemeris. The second change, "the insertion of geocentric ecliptic coordinates of the planets," was not contemplated by the conference, though this inference is a natural one from the wording of the resolution. To carry out the intent of the conference, the words "if given" should be inserted and the resolution should read as follows:

"The ecliptic heliocentric and geocentric coordinates of the planets, if given, should be given for 0<sup>h</sup> or 12<sup>h</sup> of Greenwich mean time."

The object of the resolution was to declare against the use of any meridian for this work other than that of Greenwich.

The fourth change, while apparently clearly required by the wording of the resolutions, was not contemplated at the conference. I am sure the minutes of the conference must show that transit ephemerides of the sun, moon, and planets were not included among those for which the Greenwich meridian was recommended.

4. Prof. Updegraff states in page 6, December 14, 1911, that "the British Nautical Almanac Office has 6 assistants, \* \* \* and the American 23"; and in page 9, December 26, 1911, "English Nautical Almanac Office, yearly budget, \$18,400; number of assistants, 7; United States Nautical Almanac Office, yearly budget, \$27,000; number of assistants, 23."

The British Nautical Almanacs for 1913 and 1914 give the superintendent and six assistants on the permanent staff. Minerva gives their salaries as ranging from £100 to £650. To these correspond the director and 10 assistants on the permanent

staff of the American Nautical Almanac Office, with salaries varying from \$1,000 to \$4,500. In addition, the American Nautical Almanac Office has an appropriation of \$7,000 for piecework, against something like \$5,000 in the British office. As showing the relative value of the \$5,000 in London and the \$7,000 in Washington, Dr. Cowell told me that he pays for the moon's longitude, latitude, and horizontal parallax £7 8s per month, i. e., £92 per year, or about \$450. We pay \$1,150 for the same. These are the only definite figures I can give for comparison, but as a result of our entire conversation on this subject we concluded that \$1 there was about equivalent to \$2 here. Therefore, while the resources of our office appear somewhat larger than those of the British the difference is much less than the 50 per cent larger budget would imply and bears practically no relation whatever to that indicated by the statement that the number of assistants is 7 and 23, respectively.

5. As a basis for additional comment I have had prepared an itemized account of the work of the Almanac Office from October 1, 1907, to November 1, 1910, and, in addition, of all the work done on the volumes of the American Ephemeris and Nautical Almanac for 1912, 1913, and 1914. These tabular statements show the cost to the Almanac Office of the work done especially for the American Ephemeris and Nautical Almanacs for 1912, 1913, and 1914 was \$19,042.54, \$15,205.18, and \$14,720.95, respectively. Also that since October 1, 1907, new star tables have been constructed at a cost of \$80,083.05. These tables were completed in time for use in the Ephemeris of 1914, and as such tables are constructed about once in every 20 years, several hundred dollars should be added to the cost given above for the Ephemeris for 1914, and as these star tables were partly used in the construction of the Ephemeris for 1913, the cost given above for that volume should also be somewhat increased. To the cost of 1912 and 1913 should be added also about \$1,000 each to allow for the six months occultations furnished by the British Nautical Almanac Office, so that, from the experience with the volumes for 1913 and 1914, a fair estimate of the cost of preparing for publication the American Ephemeris and Nautical Almanac for one year is about \$15,500. The attached itemized accounts also show that during the directorship of Prof. Updegraff \$10,936.59 was employed in work on ephemerides earlier than 1912 or later than 1914, on star lists, and on stars for navigators; \$3,776.64 was employed in research work; and that \$3,994.57 was spent upon miscellaneous work, some of which, possibly, ought to have been included with research work, though it did not appear so to Mr. Snow or myself.

The total expenditure during the 37 months under consideration is \$61,350.79. Taking into account the periods when vacancies existed in the office, the amount of leave taken without pay, the fact that a disproportionate amount of annual leave was taken during the last three months of 1907 and that the entire allowed annual leave was taken by each assistant, the above total expenditure slightly more than covers the appropriations. According to this investigation something like 6 or 7 per cent of the available resources of the office was devoted to research work. Prof. Updegraff's statement that "the scientific work done during the three years amounts, I think, on a piecework basis to at least \$6,000" seems rather excessive, if by scientific work he means "the improvement of the tables of the planets, moon, and stars."

6. Prof. Updegraff states "the cost of making and checking the computations and preparing printers' copy for the Ephemeris as recently revised, is in round numbers \$10,000. The salary list of the regular assistants is \$13,500 and the piecework fund is \$7,000, total \$20,500. The odd \$500 would go a long ways toward reading proof of the Ephemeris, leaving nearly \$10,000 for the purely scientific work." From the experience of the last four years, a more nearly correct statement of the cost of preparing for publication the American Ephemeris and Nautical Almanac for each year is \$15,500. It has been my intention to continue the checking of the future editions of the Ephemeris as at present so that the office would be responsible for the correctness of the volume. Using the computations furnished from Europe as original computations to be checked in accordance with the present practice of the office, a saving of about \$6,000, probably less, will be effected, or less than 40 per cent on the present cost of the Ephemeris and not 80 per cent, as stated by Prof. Updegraff.

7. Prof. Updegraff's figures—\$10,000 for the cost of preparing for publication the American Ephemeris and Nautical Almanac as at present published, with a saving of 80 per cent under the proposed scheme, letter of December 14, pages 5 and 6, i. e., reducing the cost to \$2,000—imply that only 10 per cent of the force of the office would be needed to get out the Ephemeris, leaving 90 per cent for research work, clearly a very disproportionate division. From pages 12 and 13 of the letter of December 26 it appears that these figures should be revised to 25 per cent of the force of the office would be needed to get out the Ephemeris, leaving 75 per cent for research work. I think, however, that I have shown that about 46 per cent of the office force will be needed to get out the Ephemeris and Almanac for each year, about 6 per

cent to miscellaneous work incident to the running of the office, leaving 48 per cent for research work, so that practically every man who has been several years in the office will have been employed on the preparation of various parts of the Ephemeris, i. e., will have had a large amount of the routine work that Prof. Updegraff thinks so valuable, and will in addition have had a large amount of research work along such lines as he may have shown himself especially fitted for. Under this arrangement the men will have had the training and the force will be available for any such emergency as indicated, due to delays in the execution of the computations abroad. I do not believe the danger of these delays under the arrangement proposed by the Paris conference is any more serious than under the arrangement proposed by Prof. Updegraff in the last sentence of his letter of December 14: "At the same time there seems to be no objection to a limited amount of cooperation and exchange of work with one or more other offices similar to that which has been in operation between the American and British Nautical Almanac Offices for some 15 years."

8. In writing page 11 of his letter of December 26, Prof. Updegraff must have overlooked the resolution of the conference that "the computations of occultations shall be made in duplicate by the American Ephemeris." In fact, from the figures given for the American Ephemeris and Nautical Almanac for 1913 and 1914, I estimate that the \$1,800 given in page 9 as the cost of the work assigned to the office of the American Ephemeris should be doubled.

9. The delay in publishing the American Ephemeris and Nautical Almanac for 1915, the preparation and printing of which "were practically completed when Prof. Eichberger assumed charge on November 2, 1910" is partly explained at least by reference to my letters to the superintendent of November 15, 1910; December 14, 1910; and January 21, 1911, and by the fact that the matter that was not in type when I took charge was matter entering the Ephemeris for the first time, about which I knew nothing and about which I wished to inform myself. The volume for 1914 went to press last month and should be ready for distribution in 9 or 10 months after the date of distribution of 1913. There does not seem to be any reason at present why 1915 should not follow 1914 in 9 or 10 months.

10. In making the statement quoted by Prof. Updegraff from a draft of the letter from me to the department, viz: "Owing to recent changes in the Ephemeris and its growth in size this duty of correcting the tables of the heavenly bodies has been almost entirely neglected for a number of years," I had prominently in mind that the last publication in the Astronomical Papers of the American Ephemeris was Volume VIII, Part IV, issued in 1905, and in wording the phrase quoted, I tried to convey the idea that the work of revising and enlarging the Ephemeris carried on under my immediate predecessor was a sufficient excuse for a lack of greater activity along the lines of correcting the tables of the heavenly bodies.

11. Prof. Updegraff says "to take away from it (the office of the American Ephemeris and Nautical Almanac) the larger and the more essential part of the routine work which has been carried on continuously since the year 1849 would weaken the office. This routine work of computing the positions of the sun, moon, and planets from tables of these bodies constructed by American astronomers has been, and I think always should continue to be, the first duty of the office. This work is an essential function of such an institution and should go on continuously as the standard work of the office to give the proper employment to the various classes of assistants—particularly to the younger men, to train them for the more difficult scientific work."

If the above argument is applicable to the office of the American Ephemeris, a very similar argument it seems to me would be applicable to the offices of the other nautical almanacs and the principle of having a given piece of computing done once and not twice and thrice is dead. If it is good policy for us to accept \$1,000 worth of work (the Moon's hourly right ascension and declination) annually from the office of the British Nautical Almanac as we have done for years, and for that office to accept \$500 worth of work (the ephemeris of Mercury) annually from the office of the Berliner Jahrbuch, it seems to me desirable to extend the cooperation and prevent needless duplication of work as far as possible. Maintaining an independent check of the various ephemerides in the Ephemeris, as referred to elsewhere, will give to the various assistants all the routine practice desirable.

12. Finally, if it is felt that the office of the American Ephemeris is not bearing its just share of the burden in the cooperation, I see no objection to requesting some one or more of the other offices to allow us to assume a certain portion of the work not now assigned to us.

[Third indorsement.]

FEBRUARY 21, 1912.

From: Superintendent.

To: Prof. M. Updegraff, United States Navy.

1. Referred for any further comment which you may desire to make and return to the superintendent to-day, if practicable.

J. L. JAYNE.

[Fourth indorsement.]

FEBRUARY 26, 1912.

From: Prof. M. Updegraff, United States Navy.

To: Superintendent.

Subject: Report on Paris Conference of October, 1911.

1. By way of explanation in part of differences between the figures given by me in the within letters and those given by Prof. Eichelberger in the third indorsement, I will say that the work of the Nautical Almanac Office, regarded from a legal standpoint, must be divided apparently into two parts:

(a) The work directly involved in preparing the yearly volumes of the American Ephemeris and Nautical Almanac.

(b) The work of "improving the tables of the planets, moon, and stars," which indirectly serves the same purpose.

2. On consulting with Prof. Eichelberger I find that in getting the cost of work under class (b) done during the three years and one month, for which I was in charge of the Nautical Almanac Office, he has included only certain kinds of research work, making, according to his figures, \$3,776.64. Work amounting to about \$6,000 in correcting old tables of the fixed stars and in preparing new tables was not included. Work classed as miscellaneous, amounting to about \$2,000, but which apparently should come under class (b) rather than class (a), was likewise omitted. The sum of these three items, in round numbers, is \$12,000. The total resources of the office during this period are given at \$61,350.79. This gives nearly 20 per cent as the portion of the resources of the office expended in work for "improving the tables of the planets, moon, and stars" instead of "6 or 7 per cent," as stated in the third indorsement. My estimate of \$6,000 for the amount of "scientific work" had no reference to the total amount of work done coming under class (b). I have never held the opinion that all work done under class (b) must, in the meaning of the law, be scientific work or research work in the sense in which those words are used by astronomers.

3. Again, in deducing the cost of preparing for publication the yearly volumes of the American Ephemeris and Nautical Almanac, that is the work coming under class (a), I find that Prof. Eichelberger included some work which I should put under class (b); but the principal cause of this difference is that while he has deduced from the records of the office the actual cost (according to his own classification) of preparing the volumes of the American Ephemeris and Nautical Almanac for 1913 and 1914, I deduced the cost (\$10,000 aside from proof reading) from prices of piecework and "with the personnel of two years ago." (In the quotation at the beginning of paragraph 6 of the third indorsement the words above quoted are not included.)

4. I have again gone over my figures for the cost of preparing the American Ephemeris and find them to be substantially correct. Judging from my own experience, the direct preparation of the yearly volumes of the Ephemeris should under normal conditions absorb only about one-half of the total resources of the Nautical Almanac Office. The large amount of work accomplished under the management of Prof. Newcomb in "improving the tables of the planets, moon, and stars" points, I think, to the same conclusion. I have heard that it was considered under Prof. Newcomb that the Ephemeris (as it was before the recent revision) could be got out yearly with the piecework fund of \$7,000. Whether this was supposed to include the checking of the computations and proof reading I do not know. It should be understood, however, that I do not undertake to determine what the cost of preparing the yearly volumes of the Ephemeris is or should be under present conditions.

5. There are discrepancies between the figures given by myself and Prof. Eichelberger as to the cost of work assigned to our Nautical Almanac Office by the recent Paris conference, and also as to the saving effected by the plan for exchange of work proposed, but they seem to me to be of small importance in this connection. I see no necessity for further comment on the recommendations of the Paris conference.

MILTON UPDAGRAFF.





Work in Nautical Almanac Office from Oct. 1, 1907, to Nov. 1, 1910—Continued.

	1911			1912			1913			1914		
	First computa- tion.		Checking.	First computa- tion.		Checking.	First computa- tion.		Checking.	First computa- tion.		Checking.
	Days.		Days.	Days.		Days.	Days.		Days.	Days.		Days.
Star work for Ephemeris (miscellaneous)	.....		.....	.....		.....	.....		.....	.....		.....
Satellites (miscellaneous)	12		.....	79		.....	23		.....	.....		.....
Checking Ephemeris (miscellaneous)	.....		.....	9		.....	26		.....	.....		.....
Miscellaneous work on Ephemeris	14		.....	23	\$40.25	18	.....	5	.....	9	.....	.....
Total	249	\$29.22	.....	.....	4,257.62	.....	.....	.....	.....	.....	\$3,385.30	\$58.95
At \$4.96 per day	.....	1,235.04	163	808.48	1,279	6,343.84	823	4,082.08	671	279	1,383.84	758.88
Total	.....	2,164.26	.....	808.48	.....	10,601.46	.....	9,816.93	.....	.....	4,769.14	817.83

*Work on other Ephemerides.*

	Days.	Amount.
Sun, 1915.....	10	\$375.00
Moon, 1915.....	89	1,150.00
Satellites of Jupiter and Saturn, 1907, 1908, 1909.....	28	14.00
Moon culminations, 1908-9.....	1	17.50
Occultations, mean places, 1912-1921.....	10	.....
Proof, Almanac, 1910.....	4	.....
Star List, 1909 (including proof).....	439	409.10
Star List, 1910 (including proof).....	325	830.88
Star List, 1911 (including proof).....	333	499.63
Stars for navigators, 1908-1913.....	256	12.00
Almanac, 1911, second edition (including Polaris Tables).....	43	.....
New Star Tables.....	759	2,220.61
	2,297	5,528.72
		11,893.12
<b>Total.....</b>		<b>16,921.84</b>
<b>INVESTIGATIONS, ETC.</b>		
Motion of Mars.....	279	149.00
Motion of Moon (Appendix IX, part).....	61	511.00
Satellites of Saturn.....	46	45.88
Orbit of Phoebe.....	69	.....
Tables of Phoebe and Jupiter VI, VII.....		30.00
Orbit of Jupiter V.....	8	.....
Asteroid Orbits.....	63	.....
Star Catalogue work.....	55	.....
Tables of corrections to Hansen's Lunar Tables.....		159.00
	581	894.88
		2,881.78
<b>Total.....</b>		<b>3,776.64</b>
<b>MISCELLANEOUS.</b>		
Clerical.....	127	.....
No reports.....	113	.....
Civil service papers.....	104	.....
Moon—Transformation Tables.....	1	9.00
Miscellaneous on Ephemeris.....	33	44.85
Unspecified.....	84	.....
Examinations.....	28	.....
Miscellaneous.....	82	.....
Miscellaneous star work.....	66	.....
Replies to queries.....	52	.....
Cataloguing library.....	34	.....
Ephemeris distributing list.....	30	.....
Economy and Efficiency Board.....	2	.....
Tables of Satellites.....	17	.....
List of Logarithm Tables.....	7	.....
Sunrise Tables.....	2	.....
In charge of office.....	18	.....
Polaris Tables.....	11	.....
Formulae for physical observations.....	34	.....
Theory of tides.....	8	.....
Semidiameters of planets.....	11	.....
Data—Physical observations, Jupiter.....	24	.....
	794½	53.85
		3,940.72
<b>Total.....</b>		<b>3,994.57</b>





	10	6	32	7
Physical Ephemeris of Jupiter . . . . .			IN	
Tables I-VI ("Polaris" etc.) . . . . .	69		178	
Proof reading . . . . .				
Star work for Ephemeris (miscellaneous) . . . . .	\$37.00	\$37.00		
Satellite work for Ephemeris (miscellaneous) . . . . .	24		10	
Checking Ephemeris (miscellaneous) . . . . .	1	3	20	24
Miscellaneous work on Ephemeris . . . . .				
At \$4.96 per day . . . . .	2,680.37 734.08	37.00 887.84	2,611.25 4,077.12	59.85 2,375.84
Total . . . . .	3,414.45	924.84	6,688.37	2,435.69

## All Mötting A.

UNITED STATES NAVAL OBSERVATORY,  
NAUTICAL ALMANAC OFFICE,  
Washington, D. C., March 18, 1912.

(Memorandum for the Superintendent.)

In response to your verbal request of this morning, I herewith submit the following memorandum.

The cost of computing the different parts of the American Ephemeris and Nautical Almanac is as follows:

	Pages.	Cost.
Computing the ephemeris of the sun.....	53	\$ 730
Computing the ephemeris of the moon.....	115	1,130
Computing the ephemeris of Mercury.....	10	611
Computing the ephemeris of Venus.....	15	415
Computing the ephemeris of Mars.....	12	300
Computing the ephemeris of Jupiter.....	9	140
Computing the ephemeris of Saturn.....	9	120
Computing the ephemeris of Uranus.....	4	75
Computing the ephemeris of Neptune.....	4	70
Computing the ephemeris of stars.....	303	1,167
Computing moon culminations.....	8	450
Computing ephemeris of satellites (old).....	27	900
Computing ephemeris of satellites (new).....	2	90
Computing elements of occultations.....	26	1,100
Computing occultations visible at Washington.....	2	100
Computing phenomena.....	2	60
Computing eclipses.....	7	310
Computing physical observations of sun, moon, and planets.....	18	300
Computing polaris tables.....	25	30
Preparing use of the tables, introduction, astronomical constants, etc.....	50	100
	743	8,261
Checking the work.....		2,500
Proof reading.....		700
Total cost of preparing ephemeris for the printer.....		11,561

<sup>1</sup> These are the established piece-work prices.

NOTE.—The office exchanges with the British the latitude and longitude of the moon for the right ascension and declination of the moon. If this was ever discontinued it would entail an additional cost of \$1,000.

U. S. S. "New Jersey,"  
Fortress Monroe, Va., April 5, 1914.

To: The Superintendent United States Naval Observatory.

Subject: Naval Observatory papers.

Returned with thanks. Although not signed, it is believed that the "Memorandum for the Superintendent," dated March 18, 1912, was submitted by Mr. Robertson.

J. L. JAYNE.

UNITED STATES NAVAL OBSERVATORY,  
Washington, D. C., March 30, 1912.

(Memorandum for Director, Nautical Almanac.)

Please call on Mr. Robertson, and any other assistants in the Nautical Almanac Office that you may desire, to submit to you in writing any suggestions that they may see fit to make looking to greater economy and efficiency in carrying on the work of that office. You will please also submit their replies to me, together with any comments that you may think desirable.

J. L. JAYNE.

UNITED STATES NAVAL OBSERVATORY,  
NAUTICAL ALMANAC OFFICE,  
Washington, D. C., April 2, 1912

(Memorandum for Nautical Almanac assistants.)

1. In accordance with the attached memorandum, each assistant in the Nautical Almanac office will submit views at the earliest convenient moment on the economy and efficiency of the office, past, present, and future.

W. S. EICHELBERGER

NAUTICAL ALMANAC OFFICE,  
April 3, 1912.

From: J. Robertson, assistant, Nautical Almanac.

To: The Director, Nautical Almanac.

Subject: Suggestions on economy and efficiency of the Nautical Almanac office.

1. In compliance with the instructions contained in the superintendent's memorandum to you of March 30, 1912, I herewith submit the following:

2. The cost of computing the different parts of the American Ephemeris and Nautical Almanac is as follows:

Computing the ephemeris of the sun.....	<sup>1</sup> \$750
Computing the ephemeris of the moon.....	<sup>1</sup> 1,150
Computing the ephemeris of Mercury.....	<sup>1</sup> 611
Computing the ephemeris of Venus.....	<sup>1</sup> 415
Computing the ephemeris of Mars.....	<sup>1</sup> 360
Computing the ephemeris of Jupiter.....	<sup>1</sup> 140
Computing the ephemeris of Saturn.....	<sup>1</sup> 120
Computing the ephemeris of Uranus.....	<sup>1</sup> 78
Computing the ephemeris of Neptune.....	<sup>1</sup> 70
Computing the ephemeris of stars.....	<sup>1</sup> 1,167
Computing moon combinations.....	<sup>1</sup> 450
Computing ephemeris of satellites (old).....	<sup>1</sup> 960
Computing ephemeris of satellites (new).....	<sup>1</sup> 90
Computing occultations visible at Washington.....	<sup>1</sup> 100
Computing occultations (elements).....	<sup>1</sup> 1,100
Computing phenomena.....	60
Computing eclipses.....	310
Computing physical observations of sun, moon, and planets.....	300
Computing polaris tables.....	30
Preparing use of the tables, introduction, astronomical constants, etc.....	100
	<hr/>
	8,361
Checking the work.....	2,500
Proof reading.....	700
	<hr/>
Total cost of preparing the Ephemeris for the printer.....	11,561

I would suggest that the above parts (with possibly two or three exceptions) be assigned to the regular assistants, according to their respective fitness and familiarity with the work. This would be in accordance with the wording of the law.

3. I would also suggest that the supervision of the work on the ephemeris, including the checking, be assigned to the first assistant. By this arrangement the first assistant with the aid of one other assistant, could do all the checking. This would leave the director free to devote most of his time to the improvements of the tables of the planets, moon, and stars. When Prof. Newcomb was director he left the supervision, including the checking, to Prof. Hendrickson, who was the next in rank, and devoted nearly all his time to improving the tables of the planets, moon, and stars. Under this arrangement he was able to prepare the ephemeris and almanac with about half the office force, while the other half worked on the astronomical papers.

4. During my 20 years' service in the office under Prof. Newcomb and his successors, I have done every part of the work except the drawings. At times I have been in charge of various portions of the work, including the checking. At other times I have had charge of the checking alone. While at other times I have had the entire supervision of the work, including the checking. From this experience I find that the work can be done just as economically by the regular assistants as by the pieceworkers, and just as economically now as under Prof. Newcomb.

JAMES ROBERTSON.

<sup>1</sup> These are the established piecework prices.

[First indorsement.]

APRIL 5, 1912.

From: W. S. Eichelberger, professor of mathematics, United States Navy.

To: The Superintendent United States Naval Observatory.

Subject: Forwarding suggestions on economy and efficiency of the Nautical Almanac Office made by J. Robertson.

1. Respectfully forwarded.

2. The item occultations visible at Washington must be an estimate, as the piecework price is 50 cents a star, and it can not be estimated on the number of published occultations, for many are tried that turn out at the end not to be occulted. The price paid for one copy of this work was \$81.30 in 1912, \$89 in 1913, and \$92 in 1914. As the duplicate computation was made in the office and then had to be compared with the original, and the printer's copy made, the estimate by Mr. Robertson should be doubled—i. e., add \$100.

3. A similar remark must be made about occultations (elements). The piecework price is 25 cents a star. The number varies from year to year, and here also stars are frequently computed which at the end it is found out are not occulted. Miss McWilliam received \$511.25 for computing the elements of occultations in 1914. If we double this we have \$1,022.50. In preparing for this work Mr. Carrigan and Mr. Fisch were occupied 30 days, equivalent to about \$150. In preparation for the 1915 occultations Mr. Fisch and Mr. Crawley were occupied 24 days, and Miss McWilliam's piecework bill will be about \$60, so about \$150 must be added to the \$1,022.50, making \$1,172.50. It took Mr. Lewis between seven and eight days to prepare the printer's copy for one-half of the elements of occultation for 1914, so estimating the preparing of the entire printer's copy at \$50, we have \$1,222.50, assuming that the duplicate computation was done as economically as the original was done by Miss McWilliam and allowing nothing for comparing these two computations. In fact the cost to the office was over \$1,700. In 1912 and 1913 the occultations for six months in each year were furnished by the British Nautical Almanac Office, yet the occultations cost our office about \$1,100 each year. Therefore I would estimate occultations at \$1,500. Mr. Robertson's \$1,100 includes all the items I have mentioned.

4. The ephemerides for the physical observation of the sun, moon, and planets have never cost less than \$500 for any year—1913, 1914, 1915—for which they have been computed, while costing over \$600 in 1913, when the work was new. I have paid especial attention to this work this year and hope to reduce the cost, but do not feel justified at this time in estimating it at less than \$500.

5. As several pages of the ephemeris appeared not to be provided for in Mr. Robertson's estimate, I have inquired of him concerning them. For example, pages 5, 17, 29, 41, 53, 65, 77, 89, 101, 113, 125, 137. These he has included in the \$1,150 for the moon, as he says they used to be furnished along with the moon's ephemeris. As this has not been done recently, I suppose they can hardly be placed there, certainly not for 1915 and 1916, for the ephemeris is in and 1917 is nearly finished, without any notice that they would be required. To prepare these pages for the printer for 1914 took Mr. Lewis 14 days. Pages 208, 209, 210, and 211 are in the same category. Page 212, 213, and 214 I find have been prepared in the office, for some years, at least. All these pages represent an expenditure of about \$100. Pages 661, 662, 663, and 665 are apparently not provided for, but I understand they were lumped in preparing use of the tables, introduction, astronomical constants, etc.

6. The proof reading for 1913 cost about \$1,200, and that for 1914 about \$1,000. As this work was done by Mr. Hodgkins, with his 20 years' experience, I would estimate for a new man at least \$1,200, requiring \$500 additional.

7. Checking 1913 and 1914 (excluding the duplicate work already allowed for) cost about \$3,500 and \$3,000, respectively. I spent a large amount of time in checking the 1914 work to familiarize myself with the work of the Ephemeris and the work of the computers, which work does not appear in the above estimate. I do not believe less than \$3,200 should be allowed, for the checking required an addition of \$700.

8. The above six items show an increase over Mr. Robertson's estimate of \$2,000, making the total \$13,561.

9. It should be noted that the cost of eclipses is variable from year to year and the estimate given is probably a maximum; that the cost of the phenomena may be less than that given, and that the piecework price for the stars was decreased by me \$129 a year ago from the price here given.

10. This estimate indicates a saving of about \$1,000 over the cost of the American Ephemeris and Nautical Almanac for 1914, \$14,720.95 as given in paragraph 5 of my indorsement of February 20, 1912, to Prof. Updegraff's letter of December 14, 1911, to the superintendent.

11. In partial answer to the remainder of Mr. Robertson's suggestions I quote from a former indorsement of mine: "Mr. Robertson further objects that all the printer's copy does not pass through his hands for checking. He admits that he would assign to other assistants parts that he might not have time to attend to thoroughly himself, giving such parts a cursory examination when turned in to him. The latter method has been his custom with the star work which now fills about 40 percent of the Ephemeris. As the ephemerides of the stars are computed by one method, the check computation made by a different one, and the results compared by one of the most accurate and careful men in the office, who in general has not made either the original computation or the check, I can see no reason for Mr. Robertson applying another check, however slight. In fact, if some one else than Mr. Robertson is to practically do certain checking, I wish to place the responsibility upon that man rather than have it a divided one. In fact, the copy of the star work for 1914 is better than that of the rest of the Ephemeris, as mentioned in the preceding section." And, further, "The plan of assigning definite portions of the Ephemeris to each assistant (including the pieceworkers) to be furnished for volume after volume is the correct plan and has been the practice of the office for many years. \* \* \* This plan should be carried out in such manner that every man after a number of years' service should be familiar with several different kinds of work, and each piece of work should be familiar to two or more of the assistants. The men of the higher grades should be more largely familiar with the construction of the different portions of the Ephemeris than the men in the lower grades. As soon as it is possible for the office to undertake again research work, it will be necessary to have the work done largely if not entirely under the immediate supervision of the director. For this reason I think it advisable to continue for the present the employment of the outside pieceworkers now on the roll in connection with the reparation of the annual volume."

12. I have not succeeded in finding the record of the work done by the various assistants in the office during Prof. Newcomb's time, but have found the list of expenditures under the appropriation for piecework as follows:

iscal year 1890-91:

Work on Ephemeris.....	\$6, 180. 80
Misc. Comp. (probably Ephemeris).....	941. 22
Astronomical papers.....	600. 53
Special Comp. (probably papers).....	677. 45
	<hr/>
	8, 400. 00

iscal year 1891-92:

Work on Ephemeris.....	6, 375. 94
Misc. Comp. (probably Ephemeris).....	904. 09
Astronomical papers.....	1, 440. 47
Special Comp. (probably papers).....	1, 179. 50
	<hr/>
Total.....	9, 900. 00

In addition to the annual expenditure on the Ephemeris of approximately \$7,200, certain portions of the work were done by the salaried office force. The volume for 1895, issued in March, 1892, during the period under consideration, states the Moon's culminations were computed by Dr. J. Morrison, assistant, at \$1,600; Jupiter's satellites, by Prof. H. D. Todd, United States Navy; the satellites of Saturn, Uranus, and Neptune, by Dr. Morrison; the mean and apparent places of the fixed stars by Mr. Meier (Miscellaneous Computations) and Mr. Hedrick, assistant, at \$1,200; and the occultations by Mr. Auhagen, assistant, at \$1,200. This work, with the checking of the entire volume, I should estimate at over \$5,000, making the cost of the Ephemeris 12,000 and more. The volume under consideration contains 532 pages, while the volume for 1914 contains 758, so that the Ephemeris of 20 years ago does not seem to have been produced any cheaper than the volume at present.

W. S. EICHELBERGER.

NAUTICAL ALMANAC OFFICE,  
April 13, 1912.

From: James Robertson, Assistant, Nautical Almanac.  
To: The Superintendent United States Naval Observatory.  
Subject: Comments upon indorsement of the Director of the Nautical Almanac.

1. In reply to the director's indorsement of April 5, 1912, I wish to submit the following:



2. On paragraph 2: There are, on an average, about 100 stars occulted at Washington in a year. It is my plan to have the first assistant to select these stars and to furnish an exact list (that is, within two or three) to the one who computes them. The first assistant, through long experience, has become quite expert in this. I was aware of what the director states in this paragraph, and in order to avoid this extra expense I would proceed as suggested above.

3. On paragraph 3: The average number of elements occultations for the last 10 years is 1,869 a year. At 25 cents a star equals \$468. The duplicate would cost \$468 more. The reduction sheets by Miss McWilliam, \$60. The other preliminary work, if done by one familiar with it, about 12 or 13 days, and the copying about 11 or 12 days. The two items amount to less than a month's work for a \$1,200 assistant. This would bring the total up to nearly \$1,100, which is a fair estimate. In selecting the elements of occultations there is no necessity of selecting more than three or four extra ones during the entire year, if the method employed by the first assistant is followed.

4. On paragraph 4: It is true that this work was new in 1913 and should have cost more at first. But it is no longer new, and I based my estimate not only on my experience with the work but on that of the assistant, who has had most to do with it.

5. On paragraph 5: Pages 17, 29, 41, 53, 65, 77, 89, 101, 113, 125, 137, 208, 209, 210, and 211 used to be included in the Ephemeris of the Moon, and should be now. Pages 212 and 213 are included in the Physical Observations and the Ephemeris of the Sun.

6. On paragraph 6: I based my estimate on the cost of proof reading on the statement of the former director. He said it took Mr. Hodgkins about half his time. His salary was then \$1,400.

7. On paragraph 7: I based my estimate on the cost of checking from the fact that it was considered one man's work under Prof. Newcomb and, judging from my own experience in the office, that if I had the assignment and supervision of the work it would still be about one man's work.

9. On paragraph 9: I made the estimate on eclipses and star work a maximum, so that I would be sure that it was high enough. I followed this rule in all the other estimates.

10. On paragraph 10: The remarks on this paragraph (as to cost of Ephemeris) naturally follows after paragraph 11. As the last of the copy for 1913 was sent about October 21, 1910, and the last of the copy for 1914, October 7, 1911, it required 11½ months to complete it. The last 34 per cent of the computing and 55 per cent of the checking took 10 months. The work on 1915 is progressing at about the same rate as that for 1914.

11. On paragraph 11: In this paragraph the director makes the statement that the ephemeris of the stars is 40 per cent of the entire Ephemeris. In my reply of September 19, 1911, I made the statement that while it is 40 per cent of the volume it is only 20 per cent of the work. It would have been more correct to have said that it was only 14 per cent of the work. The director also states that the plan of assigning definite portions of the Ephemeris to each assistant has been the practice of the office for years. It has been the practice of the office for years to assign about 80 per cent to pieceworkers. This leaves about 20 per cent to be done by assistants, which, on a piecework basis, amounts to less than \$1,700. The remaining \$11,900 is to be accounted for by checking, proof reading, and astronomical papers. The work on astronomical papers has not amounted to much. There has been a mistake in quoting this paragraph. In the twenty-second line of the quotation the words "including the pieceworkers" has been inserted, and as the word "assistant" is never applied to pieceworkers, it changes the original meaning. On December 10, 1910, a complete report of the condition of 1914 was made by order of the director. Estimating the different subjects according to the prices given in my letter of April 5, 1912, 66 per cent of the computing and 45 per cent of the checking was done at that date. This leaves 34 per cent of the computing and 55 per cent of the checking to be done after December 10, 1910. On examining the proof reader's books I find that the last copy of the Ephemeris for 1913 as now printed was probably sent to the printer October 21, 1910. The original date of sending pages 728-732 has been erased and January 28, 1911, substituted, but you can still make out that it was October 21, when you take into consideration the rest of the page. These pages were afterwards rewritten by the director. The director also went over the work on the Physical Observations, but whether he finally left them as he found them I am not sure. If it was not for including Mosting A, I am of the opinion 1913 would have been out by November 1, 1910.

12. On paragraph 12: Dr. J. Morrison at that time was checking the Almanac. (If I remember correctly.) The moon culminations at that time was only computed for the upper culmination which would, at present prices, amount to \$225. The ephemeris of the Satellites of Saturn, Uranus, and Neptune is \$250; total, \$475. Dr. Morrison did this in addition to his checking work. Mr. Meier was a pieceworker, and,



if I remember correctly, did nearly all the star work. Mr. Hedrick, if I am not mistaken, spent most of his time assisting Mr. Hill on astronomical papers. Mr. Auhagen made one computation of the occultations and compared with the British instead of duplicating it. There were about 1,624 elements of occultations that year; at 25 cents a star would amount to \$406. Preliminary work, about \$160. This makes a total of these two items of \$566. This makes a total of about \$1,041, not including the work by Mr. Hedrick on the stars, done by regular assistants on the Ephemeris for the year 1895. I was a pieceworker at that time and I did nothing on the Ephemeris. Several of the other pieceworkers did not devote all their time to the Ephemeris. It seems to me that this paragraph gives but little, if any, information as to the cost of computing the Ephemeris at that time.

JAMES ROBERTSON.

The following memorandum is submitted to show conditions that would be avoided if my suggestions in my letter of April 3, 1912, are adopted:

1. Carrigan computed a check for the Moon's Ephemeris (1916) against the advice of the first assistant. It took him twenty-eight and four-elevenths days, at an expense to the Government of about \$126. It was more than useless, as it took longer to correct it than to recompute it.
2. Hamilton computed a check for Uranus (1915). It took him two months and a day, at an expense to the Government of about \$271, when the regular expense for the complete ephemeris, not a check, is \$78.
3. Fisch spent 81 days, at an expense of about \$300, differencing the ephemerides of the sun, moon, and planets, when by the very nature of the work the greater portion of this must have been differenced by the computers. This was contrary to the advice of the first assistant.
4. Auhagen is paid for his work by contract, when about one-third of it is done in the office. This was against the advice of the first assistant.
5. The methods of handling the work on occultations have been changed at a cost of hundreds of dollars to the Government, and the methods are not so accurate as those formerly used.
6. The director is absent from the rooms of the Almanac Office a large part of the time, and as he does not leave the first assistant in charge during his absence there is considerable loafing going on.

JAMES ROBERTSON.

NAUTICAL ALMANAC OFFICE,  
Washington, D. C., April 12, 1912.

(Memorandum for the superintendent.)

1. In explanation of the attached memorandum I herewith submit the following:
2. On paragraph 1. The director said that he was thinking of asking Mr. Carrigan to compute the check on the moon for 1916. I advised him not to, as Mr. Carrigan was not adapted for that kind of work. On account of the number of quantities that enter into this check it should be done with the greatest care. Few, if any, of the final quantities were found correct. This necessitated a search back through the work to find the error. When found it was returned to Mr. Carrigan to recompute. So many errors were found on a sheet that Mr. Carrigan would introduce new sheets. New errors were introduced on these new sheets, and I would have to go over the entire work again. In this way some of the work had to be gone over three times. I finally despaired of his ever getting it right and finished the work myself. A glance at the check itself would be sufficient without the above explanation.
3. On paragraph 2. I had heard several assistants comment on this. One day Mr. Newton made the same comment. I asked him where he had got his information. He said the director had just told him. By examining the monthly reports I found that the director was correct both in the number of days and amount of money.
4. On paragraph 3. As an illustration of what is meant here, the Ephemeris of the planets for the Washington meridian are derived from the Ephemeris for the Greenwich meridian by interpolation. The Greenwich ephemeris has to be differenced in order to do this interpolation.
5. On paragraph 4. Mr. Auhagen sends in work from which his own differences (which accompany it) reveal errors that are corrected in the office. The correcting of these errors is a part of the work for which he is paid. Other computers when doing this work have been able to discover and correct errors of this nature, and they were computers of less experience than Mr. Auhagen. The correcting of errors of

this nature and doing it well amounts to about one-third of the work. The checker is only supposed to find the systematic errors.

6. On paragraph 5. It was a case of the director not being familiar with the work and not asking the first assistant to advise him. A preliminary check is usually taken when the work is about half done. The first assistant would be asked to look up errors without being furnished both computations. In most cases the errors were trivial, and with both computations before him could have been located in a fraction of the time actually consumed. Work was done at the last which should have been done at first. Too much stress was put on the last figure in the preliminary comparison. In the final comparison more important errors went through unnoticed. I found over 50 errors after the final comparison was made by the director. Occultations of planets were nearly overlooked. They do not occur every year, and by mere chance I inquired about them.

JAMES ROBERTSON.

NAUTICAL ALMANAC OFFICE, April 13, 1912.

From: Director Nautical Almanac.  
To: The Superintendent Naval Observatory.  
Subject: Comments on Mr. Robertson's memorandum.

1. I have no recollection on the subject of assigning the check for the Moon's Ephemeris (1916) to Mr. Carrigan, so my reply to the first section of the memorandum must be general. I will say that it has been my general policy to consult with Mr. Robertson on such matters, and I do not recall that I have ever assigned a large piece of work without such consultation or against his advice. In fact he has generally suggested two or three names and I have selected one of them. In this case the memorandum admits that Mr. Robertson was consulted. While I repeat that I have no recollection of having made any such assignment contrary to Mr. Robertson's advice, it is exceedingly difficult for me to believe that it is so, especially in this case, as the work was commenced by Mr. Carrigan within a day or two after I assumed the directorship of the office. I do not consider the time spent by Mr. Carrigan in computing the check excessive. I know that there were a number of mistakes in the work, but the figures below certainly do not indicate that Mr. Carrigan's work was worse than useless; rather that in checking such a large and tedious piece of work one thing or another will turn up from year to year, making the work in general even more expensive than in the particular year under consideration. Again, in assuming charge of a Government office, the office force is not of one's own choosing, but must be taken as it is found, changes being made only after careful investigation and as a result of definite charges. Under such circumstances it is not always possible to put the best man on a particular job, because the best man may be employed on another job and it is necessary to supply the men of more or less indifferent ability with work.

The cost of the Ephemeris of the Moon for the last 10 years follows:

1907.	Mr. Keith.....				\$1, 150. 00	
	Mr. Tillyer.....				215. 33	
	Mr. Tillyer.....	days..	6			
	Mr. Robertson.....	do....	14			
	Mr. Carrigan.....	do....	60			
	Mr. Rice.....	do....	24			
				101	520. 00	
						\$1, 885. 00
1908.	Mr. Tillyer.....				363. 50	
	Mr. Tillyer.....	days..	11			
	Mr. Aubagen.....	do....	218½			
	Mr. Carrigan.....	do....	27			
	Mr. Millis.....	do....	1			
				257½	1, 287. 50	
						1, 651. 00
1909.	Mr. Keith.....				1, 150. 18	
	Mr. Tillyer.....				39. 50	
	Mr. Tillyer.....	days..	11			
	Mr. Millis.....	do....	55½			
	Mr. Carrigan.....	do....	78½			
				145	725. 00	
						1, 915. 00

1910.	Mr. Keith.....				\$1, 150. 00	
	Mr. King.....				354. 90	
	Mr. Tillyer.....	days..	64½			
	Mr. Carrigan.....	do....	67½			
	Mr. Auhagen.....	do....	33½			
	Mr. Snow.....	do....	125½			
	Mr. Howell.....	do....	7			
				298	1, 490. 00	
						\$2, 995. 00
1911.	Mr. Keith.....				575. 00	
	Mr. King.....				1, 150. 00	
	Mr. Newton.....	days..	47			
	Mr. Snow.....	do....	3			
	Mr. Tillyer.....	do....	6			
	Mr. Carrigan.....	do....	5			
				61	305. 00	
						2, 030. 00
1912.	Mr. King.....				972. 50	
	Mr. Carrigan.....	days..	27			
	Mr. Tillyer.....	do....	81½			
	Mr. Newton.....	do....	3			
	Mr. Snow.....	do....	61½			
				173	865. 00	
						1, 838. 00
1913.	Mr. Auhagen.....	days..	260			
	Mr. Carrigan.....	do....	5			
	Mr. Fisch.....	do....	17½			
	Mr. Newton.....	do....	7			
	Mr. Robertson.....	do....	52			
				341½		
						1, 708. 00
1914.	Mrs. Hedrick.....				575. 00	
	Miss Martin.....				21. 00	
	Mr. Tillyer.....	days..	86			
	Mr. Fisch.....	do....	64			
	Mr. Newton.....	do....	15			
	Mr. Robertson.....	do....	36			
				201	1, 005. 00	
						1, 601. 00
1915.	Mr. Auhagen.....				1, 150. 00	
	Mr. Lewis.....	days..	128½			
	Mr. Fisch.....	do....	1½			
	Mr. Newton.....	do....	31			
	Mr. Robertson.....	do....	18			
				179¾	896. 00	
						2, 046. 00
1916.	Mr. Auhagen.....				1, 150. 00	
	Mr. Fisch.....	days..	3			
	Miss Martin.....	do....	6			
	Mr. Carrigan.....	do....	29			
	Mr. Robertson.....	do....	63½			
				101½	507. 50	
						1, 658. 00

There is still some checking to be done on 1916, so I should think the cost will be about \$1,700. The average cost for the 10 years, 1907-1916, is \$1,937, or excluding 1910 and 1911, the last two years that Mr. Keith worked on the Ephemeris, as he had begun to fail through age, we have \$1,793 with a minimum cost of \$1,601 in 1914.

2 The cost of the ephemeris of Uranus for the last five years is as follows:

1911.	Mr. Buchanan.....				\$78. 00	
	Mr. Tillyer.....	days..	1			
	Mr. Carrigan.....	do....	23			
	Mr. Hamilton.....	do....	7			
	Mr. Newton.....	do....	26			
				57	285. 00	
						\$363. 00

50 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

1912.	Mr. Buchanan.....				\$78. 00	
	Mr. Carrigan.....	days..	2			
	Mr. Robertson.....	do....	3			
	Mr. Newton.....	do....	3			
	Mr. Hamilton.....	do....	29			
				37	185. 00	
						\$263. 00
1913.	Mr. Buchanan.....				78. 00	
	Mr. Robertson.....	days..	1			
	Mr. Newton.....	do....	13			
				14	70. 00	
						148. 00
1914.	Mr. Auhagen.....				78. 00	
	Mr. Newton.....	days..	15 $\frac{1}{2}$			
	Mr. Robertson.....	do....	3			
				18 $\frac{1}{2}$	93. 00	
						171. 00
1915.	Mr. Auhagen.....				78. 00	
	Mr. Hamilton.....	days..	53			
	Mr. Fisch.....	do....	2			
	Mr. Newton.....	do....	1 $\frac{1}{2}$			
	Mr. Robertson.....	do....	$\frac{1}{2}$			
				57	285. 00	
						363. 00

In returning the computation of the Ephemeris of Uranus, February 4, 1911, Mr. Auhagen wrote "I respectfully submit to the director that the amount of \$78 as compensation for Uranus seems very small in comparison to the amount of work involved. I can do one-half of the Solar Ephemeris (\$750 per annum) in the same time it takes to do Uranus." This statement of Mr. Auhagen taken in connection with the cost of the check for the several years clearly indicates that more than \$78 should be allowed for the original computation and that the comparison of the cost of the check with \$78 is not fair. Some years ago the price paid was \$135. The evidence, however, is clear that the time spent on the check for Uranus in 1915 is excessive. I realized that fact while the work was being done, but I was in frequent communication with Mr. Hamilton during that time and he was conscientiously at work all the time. He had done no work of this kind during 1909 or 1910, and he is known to be slow but very thorough. Nevertheless he is exceedingly valuable to the office because of his mathematical ability. The check for 1911 took the same time as that for 1915.

3. On the point of the advisability of striving to have the printer's copy perfect, Mr. Robertson and I apparently differ. As I have stated before, "I think it very important that every ephemeris should be thoroughly differenced by the original computer or some one else before being sent to the printer, i. e. that our copy should be as nearly letter-perfect as we can make it; in fact, the department has directed the different bureaus and offices that this be done." Just as differencing the proof helps to disclose printer's errors, so differencing the printer's copy helps to disclose errors in copying. The fact that the Ephemeris for the Greenwich meridian has to be differenced in computing the Ephemeris for the Washington meridian, does not prevent mistakes being made in preparing the printer's copy for the Greenwich meridian. In preparing the printer's copy the last decimal in the computation is often dropped while the computed values with the additional decimal are used in passing from the Greenwich to the Washington meridian. The changes incident to using one decimal less in the copy than in the computation at times lead one to transpose figures, and possibly make other mistakes. These mistakes are best detected by differencing the final copy. Among other things, I am trying to prevent such a thing as happened a short while ago. Mrs. Hedrick, in computing the moon culminations, needed the sidereal time of mean noon at Washington. A copy from the printer's copy was made and sent to her. She replied (Mar. 14, 1912) that she had to change four of the values sent her and asked me to approve of the changes. I found that the printer's copy had not been differenced before the results were sent out, though I have tried to make it clear that printer's copy is not finished until it has been differenced wherever this is possible. The changes reported by Mrs. Hedrick were correct. I believe that the several hundred dollars spent in this direction each year is well spent.

4. About four years ago Mr. Auhagen was transferred from assistant at \$1,600 to the position of pieceworker, with the understanding on his part that he could earn at that capacity his former salary. The Ephemeris of the Moon for 1915 was assigned to him, with instructions concerning the computing. This work was turned in and the

al payment was made on January 18, 1910. In August, 1910, he was assigned the hemeris of the Moon for 1916 and notified to follow the instructions given for 1915. When I assumed charge of the office the Ephemeris of the Moon for 1915 was still being checked under the direction of Mr. Robertson and was finished in February, 1916, Mr. Robertson having entire charge of the work all this time. When the work for 1916 began to come in, knowing the large amount of trouble that was had with the previous year, I kept close watch upon it, conferring frequently with Mr. Robertson, and personally examined all the work, and I wrote frequently to Mr. Auhagen, advising and instructing, each letter meeting with the approval of Mr. Robertson, hoping to improve materially the character of Mr. Auhagen's work. That the work was materially improved Mr. Robertson told me repeatedly. This work of 1916 I considered a last effort on the part of the office to get satisfactory work from Mr. Auhagen, but at its completion he was assigned the work for 1917, to see if he had sufficiently benefited by our efforts to make his retention in the employ of the office desirable. His work is now being carried on and the result can not be foretold. However, Mr. Robertson has several times reported to me when returning portions of Mr. Auhagen's work that this is the best work he has ever done. It is true that the errors referred to by Mr. Robertson ought to be found by Mr. Auhagen, but they are not nearly so numerous as they were. The last piece of work checked by Mr. Robertson for which Mr. Auhagen received nearly \$100 contained only two or three mistakes, which were appreciable, and to show how easy it is not to find all of these, the largest one was covered after Mr. Robertson had handed the work in as checked. With all Mr. Auhagen's shortcomings, a reference to paragraph 1 of this indorsement will show that the total cost of the Ephemeris of the Moon for 1916 to the office is less than the average for the last 10 years, and it is expected to decrease that cost for the present year. Mr. Robertson has clearly overestimated the saving to the office that would accrue were Mr. Auhagen's work perfect, unless it should be assumed to be perfect and the necessary checks be omitted.

If the method of computing the occultations last year was not what it should have been, the blame is Mr. Robertson's, as I relied upon him. That sufficient care was used in selecting the stars to be computed I found out after that work was finished and well advanced. This year I kept in mind that fact and while in general Mr. Robertson has explained methods to the computers where necessary, I personally saw that a better method of selecting the stars was supplied to the computers. When I intervened in the matter I did not find that any steps had been taken in that direction. The computers are not now using every means known to Mr. Robertson to shorten the work, the fault is his, and mine only because I have trusted him. Mr. Robertson's memory is at fault with regard to the preliminary check when the work is about half done. The first half of the computation for July and December was made by Mr. Robertson himself and after the comparison had been made with the duplicate computation and the two sets of computations made to agree, the second half of these two months was finished by Mr. Lewis. The preliminary check was applied throughout the entire year. In order to familiarize myself with the methods being used and the work of the different computers, I made most of the comparisons myself, indicated places where differences existed, and required the computer to go over his work. In some cases, as the piece-worker was not at the office, I asked Mr. Robertson to check the work. For argument's sake, grant that the method I used did cost the Government several hundred dollars, I had a purpose in it, and the information I obtained concerning the method of work and the work of the computers was well worth all it cost. Further, an accounting shows that there were more occultations published last year than in any of the preceding five years and at a less cost. The cost of occultations to the office during the last six years is as follows:

1. Mr. Robertson, 337.5 days.....	\$1, 687. 50	
Mr. Newton, 135 days.....	675. 00	
Mr. Hallett.....	170. 25	
Miss McWilliam.....	523. 00	
		<hr/>
		\$3, 056. 00
2. Mr. Robertson, 211 days.....	1, 055. 00	
Mr. Newton 104 days.....	520. 00	
Mr. Howell, 102 days.....	510. 00	
Mr. Merriman.....	79. 25	
Miss McWilliam.....	483. 50	
		<hr/>
		2, 648. 00



1911.	Mr. Robertson, 258.75 days.....	\$1, 293. 75	
	Mr. Newton, 168.5 days.....	842. 50	
	Mr. Brogan, 100.5 days.....	502. 50	
	Mr. Hamilton, 69 days.....	345. 00	
	Mr. Snow, 6 days.....	30. 00	
	Miss McWilliam.....	368. 00	
			\$3, 382. 00
1912.	Mr. Robertson, 49.89 days.....	249. 45	
	Mr. Newton, 97 days.....	485. 00	
	Mr. Hamilton, 6.5 days.....	32. 50	
	Mr. Fisch, 4 days.....	20. 00	
	Miss Martin, 2 days.....	10. 00	
	Mr. Brogan, 1 day.....	5. 00	
	Miss McWilliam.....	312. 30	
	Miss Martin.....	35. 00	
	Mr. Crawley.....	61. 20	
	Mr. Doolittle.....	48. 50	
			1, 259. 00
1913.	Mr. Robertson, 47.43 days.....	237. 15	
	Mr. Carrigan, 64.79 days.....	423. 95	
	Mr. Newton, 38.25 days.....	191. 25	
	Miss Martin, 46 days.....	230. 00	
	Mr. Fisch, 3.5 days.....	17. 50	
	Miss McWilliam.....	334. 65	
			1, 434. 00
1914.	Mr. Carrigan, 172.71 days.....	863. 55	
	Mr. Robertson, 62 days.....	310. 00	
	Mr. Fisch, 26.5 days.....	132. 50	
	Mr. Lewis, 19.29 days.....	96. 45	
	Mr. Crawley, 11.71 days.....	58. 55	
	Miss Martin, 5.5 days.....	27. 50	
	Mr. Newton, 1.5 days.....	7. 50	
	Mr. Snow, 0.5 day.....	2. 50	
	Miss McWilliam.....	529. 25	
			2, 028. 00

The work for 1912 and 1913 was somewhat more than half a year each, as the data sent by the British was not in the exact form in which we publish.

The number of occultations in 1909 was about 1,900; 1910, about 1,800; 1911, about 1,880; 1912, about 900, half finished by British; 1913, about 950, ditto; 1914, about 2,000; and I hope for 1915 we will be able to keep the figure below that for 1914, though there will probably be about 100 more occultations. Certainly the cost for 1914 is a decided gain over the previous years.

6. The director is at his work except at the lunch hour and when excused by the superintendent. When the director expects to be away Mr. Robertson is notified. Over a year ago Mr. Robertson told me that there was loafing in the office and he should have the authority to tell the men to go to work; that it was necessary to watch them. I told him that I did not think his methods were altogether to be commended; that I feared he was not a good man to have immediate charge of the discipline of the office; that he was temperamentally a driver rather than a leader of men; and that if he noticed any cases of loafing or anything lacking in the way of discipline that he would let me know. He has made no reports to me on the subject. Frankly, I fear that Mr. Robertson does not care to cooperate with me and help me.

7. The condition of the office for the last 18 months has not been normal. When I assumed charge the volume of the Ephemeris on the press had been planned to contain about 20 pages of new matter, for some of which the computations had not been completed. This matter was not only new to the Ephemeris but new to me, and I felt that my position demanded that I should acquaint myself with this work sufficiently at least to approve of its introduction into the Ephemeris. When this volume appeared it was more than a year late as viewed by the then superintendent and I was instructed to push the succeeding volumes until each volume should be issued three years ahead of the date it bears. Since then the office has been working to get out a volume every 9 or 10 months. Last fall I was absent from the country for over a month as the department's representative at a conference of Almanac Directors in Paris. Since my return much time has been consumed with collecting material bearing on the work of this conference for the information of the superintendent and



the Observatory Council. Also last fall two of the best men in the office resigned and it is practically impossible to find any one else to do the work, in one case at least, as efficiently as it was done. During this period, however, I have found practices in vogue which I feel sure I can change to the advantage of the office, and I will proceed so to do as soon as it has been decided what will be done by the department with reference to the recommendations of the recent Paris conference.

W. S. EICHELBERGER.

REPLY TO THE DIRECTOR'S COMMENTS, DATED APRIL 13, 1912, ON MY MEMORANDUM DATED APRIL 12, 1912.

In paragraph 6 of this indorsement the director raises a question as to my ability to supervise the work of the assistants in the office. Soon after he became director he took measures to prevent me doing this kind of work, and in July, 1911, he declined to give me a mark in my efficiency record for such work. I wrote a letter to the Secretary of the Navy, protesting, and giving my reasons. Rather than let the letter go to the department, he withdrew it and gave me a mark for supervising work.

In this same paragraph 6 he says that I am a driver and not a leader of men, and that I said that "it was necessary to watch them." This last statement is not correct. I never said that.

I hold them responsible for what they do, but I never watch them. I know by the amount they do and how they do it whether they have been loafing or not. I have always treated the assistants properly and have never injured their self-respect.

The director says: "Frankly I fear that Mr. Robertson does not care to cooperate with me and help me." I have always done all my power to aid the director of this office in getting the work done. I have always carried out his instructions and always did things the way he wished them done.

J. ROBERTSON.

Memorandum on conditions of 1915 on Apr. 16, 1912.

	Original.	Check.	Cost.
Eras and cycles.....	1 day.	1 day.	\$27
Arm. and festivals.....	1 day.	1 day.	
Page IV.....	2 days.	1 day.	
Star formulas.....		½ day.	52
Press. and Ind. Star No.'s.....		3½ days.	
Mean places.....		3½ days.	
App. places N. circum.....		3 days.	69
App. places S. circum.....		2 days.	
App. places 10-day stars.....			
Moon culminations.....	?	?	69
Eclipses.....	?	18 days.	
Mean places occ. stars.....	1 day.		
Elements occ.....			820
Not visible at W.....			100
New satellites J. and S.....	\$36	\$45	81
Position, angle, and distance table.....	6 days.	4 days.	64
Satellite Neptune.....		1 day.	4
Phenomena.....	\$60	2 days.	69
Lunar distance.....	½ day.	½ day.	4
Polaris tables.....	\$30	\$15	45
Proof reading.....			660
Total.....			2,068

Not done on April 16, 1912,  $\frac{2,069}{11,561}$  = 18 per cent not done.

Moon culminations, \$450; eclipses, \$310; total, \$760. This item was not included in the above estimate, as they are still in the hands of the pieceworkers. If it was included, you should substitute 24 per cent for 18 per cent.

J. ROBERTSON.

MEMORANDUM AS TO CONDITIONS OF 1916 APRIL 16, 1912.

Sun, not completed; check, not completed. Moon, completed; checked. No other work is done for 1912.

JAMES ROBERTSON.

MEMORANDUM APRIL 16, 1912.

Thirty-four per cent of the computing and 45 per cent of the checking equals 37 per cent of the entire work.

Net done on 1914 December 10, 1910, 37 per cent; net done on 1915 April 16, 1912, 21 per cent; 16 months, 116 per cent.

This is at the rate of 88 per cent of the work of the Ephemeris in a year. But the Ephemeris of the Moon, which is usually some years ahead, is falling behind. This does not appear in the above estimate.

J. ROBERTSON.

The moon culminations are being done by Mrs. Hedrick and are well advanced. Eclipses are being done by Mr. Evans, who received his data about February 1. The copying of the 10-day stars is being done by Mr. Trott. Probably half the work on occultations will be done by Miss McWilliam. Deducting the cost of the above items and the \$660 estimated for proof reading, there is less than \$1,000 of work to be done on the Ephemeris to finish the printer's copy.

The estimate for the occultations I believe to be too low, but taking that into consideration, it seems to me that the printer's copy should all be finished some time in June.

W. S. EICHELBERGER.

Ephemeris, 1914: February 27, 1912, received 40 copies. Ephemeris, 1913: May 23, 1911, received — copies. Elapsed time, 8 months and 27 days.

Almanac, 1914: February 10, 1912, received 600 copies. Almanac, 1913: June 7, 1911, received — copies. Elapsed time, 8 months and 3 days.

Sent to printer Almanac dummy 1914, January 11, 1912. Sent to printer Almanac dummy 1913, April 7, 1911. Elapsed time, 9 months and 4 days.

Sent to printer Ephemeris dummy 1914, January 23, 1912. Sent to printer Ephemeris dummy 1913, April, 1911. Elapsed time, 9 months.<sup>1</sup>

The actual cost to the office of preparing the American Ephemeris and Nautical Almanac for 1914, was \$14,720.95. Assuming this work to have occupied nine months of the office time, we have an annual expenditure at  $\$14,720.95 + \$4,906.98 = \$19,627.73$ .

The itemized expenses of the office from October, 1907, to November, 1910, three years and one month, showed under "Miscellaneous," including such items as clerical, civil-service papers, miscellaneous on Ephemeris (not assignable to a particular year), replies to queries, Economy and Efficiency Board, Sunrise Tables, etc., \$3,994.57, over \$1,000 per year. Adding therefore \$1,000 for similar work annually to the \$19,627.73, we have accounted for \$20,627.73. The appropriation is \$20,600.

*Money turned back to Treasury because of vacancies in the Nautical Almanac Office or of leave without pay during first 10 months of fiscal year 1911-12.*

October, 1911.....	\$142. 22
November, 1911.....	233 33
December, 1911.....	183 34
January, 1912.....	41. 67
February, 1912.....	133 33
March, 1912.....	166 68
April, 1912.....	<sup>2</sup> 166 66
Total.....	1,067 23

Also Mr. Snow has spent about two months on proof of Astronomical Papers, Volume IX.

The last copy for 1914 was sent to the printer October 22, 1911.

<sup>1</sup> Last proof received from printer Apr. 7, 1911.      <sup>2</sup> Estimated.

NAUTICAL ALMANAC OFFICE,  
*April 17, 1912.*

SIR: In reply to your note requesting an expression of my opinion concerning the promotion of efficiency and economy in the Nautical Almanac Office the following is respectfully submitted:

The work of this office consists almost entirely of numerical computations and may therefore, for the purpose in hand, be divided into two classes—the complete computations and the checks.

Concerning the first it is my opinion that both efficiency and economy could be enhanced by a change in the piecework system. As at present constituted the corps of pieceworkers consists, with one or two exceptions, of persons who have other sources of income besides that derived from their work for this office. They are widely scattered and depend for the most part on the mails for the transportation of their work to and fro. This causes no inconvenience either to them or to the office in the first exchange; but when errors are found in the computations necessitating their return for correction, which occurs sometimes more than once with the same piece of work there is not only loss of time, but there is the inconvenience of not being able to consult directly with the one in charge of the work and so eliminate any chance of misapprehension as to what is wanted. Adding to this the consideration of the desultory manner in which the work must necessarily be done by those engaged in other occupations, I think it will be plain to you that the system does not conduce either to economy or efficiency.

Another point to be considered is the degree of precision to which the work should be carried. This, of course, varies with different classes of work, but it should be determined in advance for each computation and a definite rule established for the guidance of the computer. It is always a waste of time to carry computations further than is necessary to give the last printed figure with a reasonable probability of accuracy. As an example, suppose a computation is to be carried through to the 0.001 of a degree, it would be a waste of time to use six or seven place logarithms and employ data given to the tenth of a second. And when one degree of precision is set for the computation and a higher one for the checks it causes, when the comparisons are made, not only loss of time, but much vexation and worry.

Regarding the checking, I do not think I can put forth my views better than by giving an account of my own methods when I was in charge of that work. In the first place, the check dates were always selected in advance of the receipt of any of the computations for the given year and all the necessary data collected and put into shape. Then the check computations were made for each of the selected dates and were usually ready when the computations came in. If the comparison showed no discrepancies beyond an occasional unit in the last printed place the copy was marked "checked" and given to the assistant in charge of the printing. When the comparison disclosed errors extra checks were computed to determine if these errors were of a systematic character. If they were found to be so the work was returned to the computer for correction, otherwise they were usually corrected in the office. The number of check dates deemed necessary was not the same for all the bodies. Thus, for the Sun, Mercury, and Venus I used 12 and a smaller number from Mars outward, giving only two to Uranus and Neptune. Jupiter and Saturn, I think, were checked every 40 days.

When the given ephemeris had been put into type and proofs procured it was difference-d, and if the differences disclosed any accidental errors the copy was marked and returned to me for examination and correction. All this was done regularly and systematically, and I do not think the number of errors that escaped detection was any greater than under the present system.

The moon, on account of its rapid motion was checked more closely—every 10 days. The checking of this body was extra troublesome at that time on account of the advanced age and consequent failing powers of the computer who did this work, but thanks to the zeal and efficiency of other assistants who were designated by the director at times to help in this work, I usually succeeded in getting matters straightened out without excessive labor.

Very respectfully,

W. T. CARRIGAN,  
*Assistant, Nautical Almanac Office.*

To The SUPERINTENDENT UNITED STATES NAVAL OBSERVATORY.

NAUTICAL ALMANAC OFFICE, *April 18, 1912.*

SIR: I have the honor, in compliance with your wish, to state my opinion on the matter of economy and efficiency with regard to the work of this office.

The work devolved upon this office is of a peculiar character. It is not specially contingent on either time, place, or occasion. What is not done at a certain time can be done at another time without causing any hardship and the same truth holds of anything not done correctly. This fact accounts more than anything else for the extravagance and other abuses which this office has suffered from at certain times in recent years. As the work need not be done promptly nor in any great haste nor very accurately, there has existed the abuse of assistants not rendering nor being expected to render a just equivalent of work for the pay they get.

To eliminate this evil, which would entail a great saving of money, I believe it would be best to abolish the regular assistantships altogether, and have the entire work done on the piecework plan—that is, a certain amount of money is to be given for a certain amount of work done, and no more. This would automatically get the most efficient persons to do the work, as anyone not capable of doing the work well would not make enough to satisfy him, and he would abandon it. Thus the problem of efficiency and economy in the execution of our work would be in a material way solved.

In order to bring this piecework system I have suggested into proper working shape, it is necessary to consider such matters as the examination of a man's work, correcting it, and how much and under what exactions he is to be paid for it. But these difficulties could, I believe, be readily obviated, and I would repeat that, owing to the peculiar character of our work, the piecework system would result in a great saving of money, and would enhance the quality and efficiency of this office.

Very respectfully,

PEREZ FISCH, *Assistant.*

The SUPERINTENDENT.

WASHINGTON, D. C., *April 25, 1912.*

Capt. J. L. JAYNE,

*Superintendent United States Naval Observatory.*

SIR: In reply to your request for the opinions of members of the office force in regard to methods of improving the efficiency of the Nautical Almanac Office I would say that I believe in one regular line of work for each man, to be relieved by some miscellaneous computing or checking. I also believe that a force of both pieceworkers and office assistants is the best and most efficient. Some kinds of work can not well be done outside of the office, for example, proof reading, checking, and certain computations, requiring data from too many sources to make it of advantage to send to pieceworkers.

I do not consider it necessary for pieceworkers to be at the office or even in town provided that they are so reliable and careful that extra communications in regard to errors would not be required. Most of the experienced and reliable pieceworkers do not receive enough piecework to depend upon it alone for a living and are often necessarily engaged in other occupations. Some of the best work is done by such people. They take a pride in their work and become extremely proficient and quick in their own line of work, while an office force is constantly changing and new men have to be continually shown how to do work new to them. Pieceworkers work on for years usually at one branch of work, such as eclipses, satellites, or planetary work, and become experts in their work. If a pieceworker is reasonably sure of having the same work year after year he will devise tables, short methods, and improvements of formulas, etc.

The main qualification of a pieceworker, however, should be accuracy. If his work is careless and inaccurate it greatly increases the expense of checking it. When the checker has to practically recompute a piece of work, the cost of checking goes up enormously. Such long, expensive, and important pieces of work as the moon, sun, occultations, and satellites, as well as planetary work, should be done by the very best computers, noted for their carefulness and accuracy; otherwise an enormous amount of time can be spent in looking up errors which a good computer would not make.

I believe, however, that there should be men at the office working at a regular salary for such work as checking, proof reading, and such computations as could not easily be done elsewhere. I think also that the checking should not be entirely in the hands of one person, but should be distributed among different men in the office, so that each man besides having his own special work could also get acquainted with other branches of the work. In that way he becomes a more valuable man than if he knew only one subject. This could be accomplished by each man doing a

different check each year in addition to his regular work. This would help greatly in case some pieceworker should give up his work or if there should be a change in the office force. The vacancy would not have to be filled by a man entirely new to the work, which always means delays. If the checking is all in the hands of one man the rest of the office force are not in a position to take up new work when it is necessary to do so. It is through checking work that a person best learns how to do the original and with the least waste of time. I believe that each man in the office should become acquainted with a new piece of work each year in addition to his regular work, so that there will be at least two or three in the office who can do any kind of work.

I think, too, that too much stress should not be laid upon unimportant points. A great deal of time can be spent looking up slight, trivial differences; for example, in comparing results of two computations where quantities from many tables are added together there may be a difference of several units in the last place which can not be avoided. The log distance from earth in the case of Jupiter and Saturn is an example of this. This quantity may differ as much as 5 or 6 units of the published place according to two different computers, and it would require a great deal of time and revising of computations to make them agree, while there would be just as much reason for adopting one as the other. In this connection I might call attention to the fact that the Berliner Jahrbuch publishes the log distance from the earth for all the planets to six places instead of seven. There may be good reasons for keeping the seventh place, but it can not be relied upon, and two computations can not be expected to agree well to the seventh place. The same is true of eclipses. The results are carried to a greater degree of refinement than the data warrants. The British Nautical Almanac publishes the geographical positions in the elements of eclipses to whole minutes, while we publish them to tenths.

I think that considerable time might be lost in forcing an agreement in such cases between the check and the original.

Very respectfully.

ISABEL MARTIN,  
*Assistant, Nautical Almanac Office.*

#### MEMORANDUM.

The SUPERINTENDENT:

In connection with your letter of the — instant I submit the following suggestion as to the readjustment of the personnel in the office of the Nautical Almanac.

In considering both efficiency and economy we must recognize that the positions therein are underpaid, and one of the faults is that appointments thereto are being constantly changed, because the employee finds a more lucrative compensation in other places.

It is self evident the efficiency of an office only reaches the highest place that comes from long experience in the duties to be carried out, when its employees are not being constantly replaced by new and untried persons. Therefore, I have outlined a personnel, and a compensation that should be paid for the class of computing done, on the sheet attached hereto.

There has been assigned to each position a compensation that is fair for the services rendered.

In my judgment every employee in that office should do his work in the office, and this system of paying for piecework abolished.

The present appropriation for the Nautical Almanac Office, for salaries, is \$22,640. The cost of the force as I have suggested will be \$18,800. But there remains charged to that office 1 typewriter at \$900, 1 assistant messenger at \$720, and 1 messenger boy at \$480. Adding those to the above, we have a net saving of \$1,740 above what the service now costs.

I have on the sheet assigned the pay for the position and the duties that belong to that position.

It is not good efficiency or economy either to pay a person, say, \$1,800 for doing the computing incident to securing the apparent places of the stars. That service should not receive more than \$1,400, and I have so provided.

In computing the sun, the moon—and by that I mean the data that flows from it—we are confronted with a heavy piece of work, and the pay should be according. It is my judgment when we come to consider the estimates for the next year, this matter should be taken up and discussed.

GEO. A. HILL.

APRIL 27, 1912.



*A suggested plan for arrangement of the assistants in the Nautical Almanac Office.*

Title.	Pay.	Duties of assistants.
First assistant.....	\$2,200	To have general charge of computing and do heavy computing.
Second assistant.....	2,000	To compute ephemeris of sun and check work of third assistant.
Third assistant.....	1,800	To compute moon's longitude, latitude, semidiameter, and parallax. Moon's R. A. and Dec. and check second assistant.
Fourth assistant.....	1,800	Compute R. A. Dec. of Mercury, Venus, Mars, and Jupiter and check fifth assistant.
Fifth assistant.....	1,600	Compute satellites Jupiter, Saturn, Uranus, Neptune, and Mars. Check fourth assistant.
Sixth assistant.....	1,600	Compute moon's R. A. and Dec. occultations, eclipses, and check work of seventh assistant.
Seventh assistant.....	1,400	Compute R. A. Dec. Saturn, Uranus, Neptune, and check sixth assistant.
Eighth assistant.....	1,600	Has charge of proof.
Ninth assistant.....	1,400	Compute general constants of reduction of star places and checks on tenth, eleventh, and twelfth assistants.
Tenth assistant.....	1,200	Compute mean and appt. places of stars and check ninth and eleventh assistants.
Eleventh assistant.....	1,200	Computes appt. places of stars and check twelfth assistant.
Twelfth assistant.....	1,000	Computes appt. places of stars.

Total cost of office, \$18,800.

Present appropriation, \$22,640.

But amount above covers \$720 for messenger, \$900 for typewriter, and \$480 for messenger boy.

*Occultations, 1901-1914.*

[Assistants, at \$4.95 per day.]

Eph.		Days.	Piece-worker.	Total cost.	Eph.		Days.	Piece-worker.	Total cost.
1901	W. Auhagen....	185	.....	\$915.75	1909	A. Newton.....	135	.....	.....
1902	.....do.....	217	\$1,074.15	1,516.68		Miss McWilliam.....	.....	\$523.00	.....
	C. E. Van Orstrand.....	.....	442.53			G. H. Hallett....	.....	170.25	\$2,933.13
1903	W. Auhagen....	109	539.55	1,017.86	1910	J. Robertson....	211	.....	.....
	C. E. Van Orstrand.....	.....	478.31			A. Newton.....	104	.....	.....
1904	W. Auhagen....	211	1,044.45	1,155.62		E. C. Howell....	102	.....	.....
	C. E. Van Orstrand.....	.....	111.17			Miss McWilliam.....	.....	483.50	.....
1905 <sup>1</sup>	J. Robertson....	93	.....	.....	1911	G. B. Merriman.....	.....	79.25	2,617.00
	G. B. Merriman.....	142	.....	.....		J. Robertson....	258½	.....	.....
	E. B. Frisby....	147	.....	.....		A. Newton.....	168½	.....	.....
	W. Auhagen....	6	.....	.....		H. H. Brogan....	100½	.....	.....
	C. E. Van Orstrand.....	.....	.....	.....		W. Hamilton....	69	.....	.....
	F. E. Millis....	21	.....	.....		A. Snow.....	6	.....	.....
	W. T. Carrigan.....	92	.....	.....		Miss McWilliam.....	.....	368.00	3,351.61
	Miss McWilliam.....	.....	203.51	.....	1912	J. Robertson....	64½	.....	.....
	H. B. Evans....	.....	158.85	3,030.41		A. Newton.....	82½	.....	.....
1906	J. Robertson....	231	.....	.....		W. Hamilton....	6½	.....	.....
	F. E. Millis....	86	.....	.....		Miss Martin....	2	35.00	.....
	W. T. Carrigan.....	66	.....	.....		P. Fisch.....	4	.....	.....
	H. B. Evans....	42	.....	.....		H. H. Brogan....	1	.....	.....
	Miss McWilliam.....	.....	590.08	.....		Miss McWilliam.....	.....	312.30	( <sup>2</sup> )
	G. H. Hinton....	.....	267.25	.....		G. F. Crawley....	.....	61.20	.....
	G. O. James....	.....	248.75	3,209.83		A. Doolittle....	.....	48.50	1,250.95
1907	J. Robertson....	259	.....	.....	1913	J. Robertson....	47½	.....	.....
	F. E. Millis....	88	.....	.....		A. Newton.....	38½	.....	.....
	G. B. Merriman.....	6	.....	.....		W. T. Carrigan.....	84½	.....	( <sup>2</sup> )
	H. B. Hedrick..	2	.....	.....		Miss Martin....	46	.....	.....
	Miss McWilliam.....	.....	593.55	.....		P. Fisch.....	3½	.....	.....
	H. A. Church....	.....	139.75	.....		Miss McWilliam.....	.....	334.65	1,423.47
	G. H. Hallett....	.....	90.25	2,590.70	1914	J. Robertson....	62	.....	.....
1908	J. Robertson....	194½	.....	.....		W. T. Carrigan.....	172½	.....	.....
	A. Newton.....	21½	163.33	.....		C. S. Lewis....	19½	.....	.....
	Miss McWilliam.....	.....	291.70	.....		P. Fisch.....	26½	.....	.....
	G. H. Hallett....	.....	346.25	1,870.49		Miss Martin....	5½	.....	.....
1909	J. Robertson....	337½	.....	.....		A. Newton.....	1½	.....	.....
						G. F. Crawley....	11½	.....	.....
						A. Snow.....	½	.....	.....
						Miss McWilliam.....	.....	529.25	2,012.85

<sup>1</sup> Now Mr. Robertson takes entire charge of occultations.    (<sup>2</sup>) Half of occultation furnished by British.



Moon culminations: 1901-1911, old form; 1912-1914, new form.

1901	J. Robertson....	100	<sup>1</sup> \$4.95	\$495.00	1911	Hedrick.....	45		
1902	do.....	99		490.05		Snow.....	7		
1903	do.....	95		470.25		Robertson.....	1		262.35
1904	do.....	102		504.90	<sup>2</sup> 1912	Miss McWilliam.....		248.00	
1905	do.....	66		326.70		Crawley.....		49.70	
1906	do.....	25		707.85		Robertson.....	10½		
	F. E. Millis.....	118				Newton.....	10½		
1907	Auhagen.....	27½				Auhagen.....	20		
	Carrigan.....	9½				Brogan.....	11		
	Tillyer.....	5		207.90		Snow.....	2		
1908	Auhagen.....	13			1913	Miss Martin.....	1½		572.43
	Carrigan.....	9½				Mrs. Hedrick.....		450.00	
	Newton.....	8½	136.50			Miss Martin.....	13		
	Robertson.....	1		294.90		Robertson.....	4½		
1909	Miss McWilliam.....		124.00		1914	Newton.....	1½		542.81
	Miss Martin.....		17.50			Mrs. Hedrick.....		450.00	
	Newton.....	17				Robertson.....	19		
	Robertson.....	4		245.45		Fisch.....	17½		
1910	Hedrick.....	58				Carrigan.....	8½		
	Carrigan.....	17				Miss Martin.....	6½		703.16
	Hamilton.....	3		386.10					

<sup>1</sup> Per day.

<sup>2</sup> New form now.

When Mr. Robertson took charge of occultations, the cost jumped up almost 300 per cent.

When he left moon culminations, the cost dropped one-half.

Phenomena.

Eph.	Computer.	Days.	Cost.
1901	E. C. Ruebsam.....	20	\$99.00
1902	do.....	30	148.50
1903	do.....	30	148.50
1904	do.....	20	173.25
	J. H. Root.....	15	
1905	W. Ahagen.....	18	89.10
1906	H. B. Evans.....	10	99.00
	H. B. Hedrick.....	10	
1907	do.....	16	183.16
	E. D. Tillyer.....	16	
	W. T. Carrigan.....	5	
1908	W. Ahagen.....	12	143.56
	H. B. Hedrick.....	16	
	E. D. Tillyer.....	1	
1909	H. B. Hedrick.....	22	138.60
	E. D. Tillyer.....	6	
1910	H. B. Hedrick.....	10	126.23
	E. D. Tillyer.....	15½	
1911	do.....	27	215.33
	Arthur Newton.....	12½	
	H. B. Hedrick.....	4	
1912	do.....	22½	256.16
	P. Fisch.....	23½	
	A. Newton.....	2½	
	J. Robertson.....	3	
1913	H. B. Hedrick (900) <sup>1</sup> .....		184.36
	W. T. Carrigan.....	17½	
	J. Robertson.....	4	
	P. Fisch.....	2	
1914	A. Newton.....	1½	91.56
	Miss Martin.....	11½	
	P. Fisch.....	6	
	J. Robertson.....	1	61.88
1915	Miss Martin.....	18	
	P. Fisch.....	5½	

<sup>1</sup> Added by the Director, Nautical Almanac, later.

Phenomena—Continued.

	Mr. Robertson's estimate.	Cost according to reports, average of \$4.95 per day.		
		1914	1913	1914
Sun.....	\$750.00	\$873.75	\$857.42	\$901.80
Moon.....	1,150.00	1,727.53	1,835.21	2,726.06
Mercury.....	611.00	771.17	655.55	846.13
Venus.....	415.00	496.68	474.40	561.03
Mars.....	360.00	524.59	528.68	420.00
Jupiter.....	140.00	264.83	242.43	342.95
Saturn.....	120.00	215.33	219.00	285.83
Uranus.....	78.00	172.46	147.30	261.15
Neptune.....	70.00	99.70	159.10	94.75
Stars.....	1,167.00	2,803.21	3,228.55	4,412.30
Moon culm.....	450.00	703.17	542.81	572.43
Satellites, old.....	960.00	1,811.40	1,578.42	1,723.61
Satellites, new.....	90.00			
Occultations, Washington.....	100.00	230.60	162.28	171.11
Occultations, elements.....	1,100.00	1,875.66	1,167.24	1,081.08
Eclipses.....	310.00	591.60	422.10	699.10
Physical Observatory.....	300.00	704.14	1,062.67	579.15
Phenomena.....	60.00	91.58	184.36	256.16
Polaris tables.....	30.00	89.10	149.40	173.96
Tables introduced, etc.....	100.00	230.18	394.18	914.32
Total.....	8,361.00	13,776.68	14,011.10	17,022.93
Checking.....	2,500.00			
Proof reading.....	700.00	881.10	1,024.65	1,895.50
Total.....	11,561.00	14,657.78	15,035.75	18,918.43
According to J. R.'s estimate, checking cost.....		5,415.00	5,650.00	8,661.00

	Mr. J. R.'s estimate.	Comparative cost of subjects that have not changed much.				
		Prof. Eichelberger, 1914.	Prof. Updegraff, 1913.	Prof. Updegraff, 1912.	Prof. Harshman, 1908.	Profs. Harshman, Todd, and Brown, 1903.
Sun.....	\$750.00	\$873.75	\$857.42	\$901.80	\$980.18	\$787.50
Moon.....	1,150.00	1,727.53	1,835.21	2,726.06	1,284.52	1,372.75
Mercury.....	611.00	771.17	655.55	846.13	655.55	611.00
Venus.....	415.00	496.68	474.40	561.03	432.33	415.00
Mars.....	360.00	524.59	528.68	420.00	394.75	360.00
Jupiter.....	140.00	264.83	242.43	342.95	147.42	140.00
Saturn.....	120.00	215.33	219.00	285.83	139.80	120.00
Uranus.....	78.00	172.46	147.30	261.15	78.00	78.00
Neptune.....	70.00	99.70	159.10	94.75	74.95	70.00
Satellites.....	1,050.00	1,811.40	1,578.42	1,743.61	1,307.01	758.55
Occultations, Washington.....	100.00	230.60	162.28	171.11	127.10	1,017.46
Occultations, elements.....	1,100.00	1,875.66	1,167.24	1,081.08	1,744.38	
Eclipses.....	310.00	591.50	422.10	699.10	623.70	312.00
Phenomena.....	60.00	91.58	184.36	256.16	143.55	143.50
Checking, share.....	1,887.00					1,887.00
	8,201.00	9,746.88	8,633.49	10,369.76	8,122.74	5,780.16

<sup>1</sup> H. L. Rice, checker, used 160 days to check 1903, at \$4.95; total, \$792.

- This means that if the piecework prices are proper, that through poor work of the computers or mismanagement of the "checker" the following prices would be for checking only, on 75 per cent of the work: J. R.'s estimate, \$1,887; 1914, \$3,432.88; 1913, \$2,319.49; 1912, \$4,055.76; 1908, \$1,808.74; 1903, \$598.

If the work of the computers is done properly and as well as it was in the 1903 Ephemeris, there is no reason why the checking should cost more than \$1,000. But it means a checker who will do the work himself and not use several other men, giving out little pieces of work with all the accompanying delays and uncertainties. The computer should understand that every correction to his work after handing it in means a loss on his efficiency record, and in case of a pieceworker a loss of the amount of pay of an assistant engaged in correcting it.

Checking of 1903 Ephemeris: Mr. Rice, at \$4.95, 160 days, \$792.

Checking of 1908 Ephemeris: Mr. Carrigan, 164 days; Mr. Tillyer, 186 days; \$1,732.50.

Checking of 1913 Ephemeris: Mr. Robertson, 187½ days; Mr. Newton, 87½ days; Miss Martin, 66 days; Mr. Hamilton, 112 days; Mr. Carrigan, 15 days; Mr. Doolittle, \$60; Mr. Lindsey, \$29.85; Mr. Trott, \$75.60. Total, \$2,481.52.

HOUSE OF REPRESENTATIVES UNITED STATES,  
COMMITTEE ON THE MERCHANT MARINE AND FISHERIES,  
*Washington, D. C., July 1, 1912.*

HON. BEEKMAN WINTHROP,

*Assistant Secretary of the Navy, Washington, D. C.*

MY DEAR WINTHROP: In accordance with your request, I called upon Mr. James Robertson, first assistant, Nautical Almanac Office, for a statement in regard to the expenditures in that office. His reply to me was that he had made a full and detailed statement to the director in April last, in accordance with a request so to do, and that he would furnish me with a copy of this statement. I send you herewith copies of these letters, which he tells me are all now public documents. It is not necessary for me to comment thereon, as they speak for themselves. You will see by examining them that the cost of the Nautical Office, if you add the salary of the director, at this time of \$26,000 per annum, that it should cost \$11,561 per annum.

But excluding even the salary of the director, which I consider a wholly useless and unnecessary expense, it will still be seen that the cost is \$20,600, when it should cost \$11,561. But if you look at the statement you will see that for this amount of \$20,600, that only 88 per cent of the work that should be done, so that the office is costing, as I said to you, twice as much as it should cost. It is to be presumed that the regular office force can do as much and as competent work as those that are hired to do piecework. This being true, it will be seen that the entire work should be done in the office at a cost of about \$11,000, some \$2,000 less than the regular appropriation. So figuring it any way that you may the \$7,000 appropriated for piecework to be done outside of the office has been for several years absolutely wasted or worse. I have taken occasion to verify the prices given by Prof. Robertson for piecework. I may say that I took occasion to verify his statements in reference to this matter long before I ever called it to your attention. I am at a loss to understand, in view of these detailed and exact statements furnished to the superintendent by Mr. Robertson, how the superintendent in his report could pass them over with the few words that you read to me the other day. I think that you will find that these statements are worthy of much more serious attention. It is self-evident that with eight directors within the last 15 years that there can be no continuity of proper direction of the work in the Almanac Office. The truth about it is that the way that this office has been conducted for several years past is a distinct reflection upon those who have been responsible for it. The position of director has merely been used as a sort of a sinecure for the so-called professors of mathematics in the Navy when there did not seem to be any other place where they would fit. I think this is especially true during the last 15 months.

In conclusion I desire to make this request of you in behalf of Senator Jones and myself. We are interested in knowing the truth in relation to this matter; we know that you are also. So we ask that you fix a time and place in the immediate future and have present the superintendent, the director, Mr. Robertson, Prof. Updegraff, who at one time acted as director, Senator Jones, and myself. I think that with a meeting of this kind that we can discover the truth, and if any charges should be made that they can be made without giving undue publicity in this time of general hysteria. I know that you are willing to correct any of the evils that you know to exist, and I would rather that this should be done voluntarily by the department than that it should come from any outside demand.

I regret that I have been delayed in sending this communication to you, but I have been helping to nominate a Democratic candidate for President for several days and at this writing I have not yet entirely completed my job. Will you please return the inclosures, as I want them for my files.

Sincerely, yours,

W. E. HUMPHREY.

NAVY DEPARTMENT,  
Washington, July 6, 1912.

From: Acting Secretary of the Navy.

To: Professor of Mathematics Omenzo G. Dodge, United States Navy, Board of Inspection for Shore Stations, Navy Department, Washington, D. C.

(Aid for inspections.)

Subject: Board in regard to cost of work in connection with Nautical Almanac Office.

The department incloses certain correspondence in regard to the cost of work done in connection with the Nautical Almanac Office, Naval Observatory, and you are hereby appointed a board to make a complete investigation of this subject, reporting to the department in the premises.

This is in addition to your present duties.

PHILIP ANDREWS.  
DIVISION OF INSPECTIONS, July 8, 1912.

Delivered.

CHAS. J. BADGER,  
Aid for Inspections.

Received July 9, 1912. 9 a. m.

O. G. DODGE.

No. 133.

DEPARTMENT OF THE NAVY,  
Washington, July 13, 1912.

From: Board of investigation cost of work, Nautical Almanac Office.

To: Secretary of the Navy. (Aid for inspections.)

Subject: Report of board.

1. Referring to the department's order of July 6, 1912, No. 4129-93, copy appended marked A.

2. The appropriations under which the work of the Nautical Almanac Office is carried on, as they appear in the "Act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1912," etc., amount to \$22,640. Of this sum \$15,640 is for payment of salaries and \$7,000 for pay of computers on piecework. Of the first amount \$2,040 is for pay of a typewriter and messengers, leaving \$13,600 for pay of assistants. The pay of the computing force, therefore, amounts to \$20,600.

3. The work done by the Nautical Almanac Office may properly be divided into two parts, as shown by the wording of the appropriations:

(a) The work directly involved in preparing the yearly volumes of the American Ephemeris and Nautical Almanac.

(b) The work of improving the tables of the planets, moon, and stars.

4. Such part of the total amount appropriated as may be necessary is used for (a), in preparing the Ephemeris for publication. The balance is used for (b).

5. The cost of preparing the Ephemeris for publication can, no doubt, be fixed within a certain maximum amount, but the exact cost must necessarily be variable, as it depends upon the total amount included in the publication, on the efficiency of a changing force of employees, and upon the amount of revision of old matter or computation of new.

6. The work of preparing the Ephemeris for publication can, without doubt, be done by the office force of assistants, at a cost not in excess of the piecework prices, and if it is deemed advisable to reduce the work of the office to this basis there is no further need of the lump appropriation of \$7,000.

7. The high standing of this office, and of the publications issued by it, not only with navigators but throughout the scientific world is due, however, to its work of original research and investigation more than to its routine work of preparing the Ephemeris for publication. The results obtained by original investigation and published by this office are used not only for the improvement of the American Ephemeris, but in the preparation of the nautical almanacs of other countries and by astronomers throughout the world.

8. It therefore appears inadvisable to reduce the appropriations for this office, as such reduction would simply cause a reduction in the amount and quality of the work done, and would in no way reduce the actual cost of preparing the Ephemeris for publication.

9. The present method of appropriating in part for fixed salaries, and in part by a lump sum is better than that of appropriating for salaries alone, as it enables the director to secure the services, on a piecework basis, of exceptionally able and competent men who would not accept a salaried position. Whatever appropriations are

made for the support of the office hereafter should be in part by lump sum, for this reason.

10. That a greater part of the total appropriation than usual has been expended on the preparation of the Ephemeris for publication in the last three years appears to be due to the fact that more work was done in order to advance the date of publication. About one and one-third years' work, chargeable to the Ephemeris, was done each year.

11. In view of the fact that no change has been made in piecework prices, and of the further fact that computation by the experienced salaried assistants costs practically the same amount as that done by pieceworkers, it is evident that higher cost of work due to inefficient supervision or execution could not exist. A certain amount of inefficiency may be found in the case of new and inexperienced employees, but this is a fault of conditions which always has and always will exist. The fact that a larger part than usual of the annual appropriations has been charged to the preparation of the Ephemeris, indicates that more of this work than usual has been done during the year, not a falling off in the efficiency with which it is done.

12. Referring to the inclosed correspondence, it appears that the information furnished by Mr. Robertson has conveyed the impression that the work of preparing the Ephemeris for publication has cost about double what it should. No doubt this was his intention, as, judging from the correspondence placed at my disposal by the Superintendent of the observatory, and from oral statements made to me by Mr. Robertson, it was his object to discredit the present management of the office. It is needless to point out that had Mr. Robertson sent his information through proper official channels, it would not have been allowed to reach its ultimate destination in a form which gave a wholly incorrect impression of the efficiency of the office and the cost of work. In this connection, attention is invited to the Superintendent's memorandum, of June 15, 1912, addressed to the Assistant Secretary of the Navy.

13. The scope of the work to be done in the future in the office of the American Ephemeris and Nautical Almanac depends upon the action taken on the recommendations of the Paris conference of October, 1911. Pending such action, no reduction should be made in the appropriations for the support of the office.

14. The superintendent of the observatory informs me that he intends to conduct such inquiry into the methods of work of the office in question as will bring to light any causes of unnecessary expense if such exist, in order that changes may be made to improve the efficiency of the office where found necessary or advisable.

15. I am of the opinion that the report and recommendations of the Paris conference of October, 1911, the scope of the work to be done in the office hereafter, the methods to be employed in computations and checks, the organization of the computing force, the amount of appropriations required both for salaries and in a lump sum, the matter to be included in the Ephemeris and Nautical Almanac as published, and the question of publications outside of the annual volume should be referred to a board to be composed principally of officers experienced in the work of preparing the Ephemeris and Almanac for publication for consideration and recommendation.

16. The correspondence inclosed by the department is returned herewith.

O. G. DODGE.

JULY 17, 1912.

MY DEAR HUMPHREY: I have the report of the board of investigation in regard to the work at the Nautical Almanac Office, based upon the statements made by Mr. Robertson. I shall be glad to go over the report with you any time you care to call at the department.

Sincerely, yours,

BEEKMAN WINTHROP.

Hon. W. E. HUMPHREY,  
House of Representatives, Washington, D. C.

UNITED STATES NAVAL OBSERVATORY,  
Washington, D. C., October 5, 1912.

From: Superintendent Naval Observatory.

To: Prof. W. S. Eichelberger, United States Navy, Director Nautical Almanac.

Subject: Board on computations, etc., Nautical Almanac Office.

1. A board is hereby appointed of which you are senior member and with the following additional members: Prof. W. S. Harsman, United States Navy; Prof. H. L. Rice, United States Navy; Assistant J. Robertson, Nautical Almanac Office; Assistant Astronomer H. R. Morgan, Naval Observatory.



2. The board will meet at 10 a. m. Monday, October 7, 1912, or as soon thereafter as practicable.

3. I desire the board to consider the degree of precision to which original computations should be carried and the divergence that should be allowed between the original and check computations in preparing for publication the American Ephemeris and Nautical Almanac and report your conclusions thereon to me.

4. I also desire the board's opinion as to the extent to which it is necessary to check original work; first, that done by the staff of the Nautical Almanac Office and pieceworkers under it; and second, that received in exchange from foreign almanac offices for publication in the American Ephemeris and Nautical Almanac.

5. The board will also consider and report upon the practicability of charging against pieceworkers the cost of correcting their mistakes in computations. If considered practicable, I desire the board to submit an equitable plan for doing this.

6. The board will also consider the form and arrangement of the latest edition of the American Ephemeris and Nautical Almanac, and report any improvements in these respects that it may consider desirable for the 1916 edition.

7. Attention is called to the inclosed extracts from letters from Miss Isabel Martin and Mr. W. T. Carrigan, assistants, Nautical Almanac Office.

8. The board should call before it any members of the staff of the Observatory whose opinions on the subjects under consideration may be considered of value.

J. L. JAYNE.

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EXTRACT FROM LETTER OF MISS ISABEL MARTIN, ASSISTANT, NAUTICAL ALMANAC OFFICE, UNDER DATE OF APRIL 25, 1912.

The main qualifications of a pieceworker, however, should be accuracy. If his work is careless and inaccurate, it greatly increases the expense of checking it. When the checker has to practically recompute a piece of work, the cost of checking goes up enormously. Such long, expensive, and important pieces of work as the moon, sun, occultations, and satellites, as well as planetary work, should be done by the very best computers, noted for their carefulness and accuracy, otherwise an enormous amount of time can be spent in looking up errors which a good computer would not make.

\* \* \* I think, too, that too much stress should not be laid upon unimportant points. A great deal of time can be spent looking up slight, trivial differences. For example, in comparing results of two computations, where quantities from many tables are added together, there may be a difference of several units in the last place which can not be avoided. The log distance from earth in the case of Jupiter and Saturn is an example of this. This quantity may differ as much as five or six units of the published place, according to two different computers, and it would require a great deal of time and revising of computations to make them agree, while there would be just as much reason for adopting one as the other. In this connection I might call attention to the fact that the Berliner Jahrbuch publishes the log distance from the earth for all the planets to six places instead of seven. There may be good reasons for keeping the seventh place, but it can not be relied upon, and two computations can not be expected to agree well to the seventh place. The same is true of eclipses. The results are carried to a greater degree of refinement than the data warrants. The British Nautical Almanac publishes the geographical positions in the elements of eclipses to whole minutes, while we publish them to tenths. I think that considerable time might be lost in forcing an agreement in such cases between the check and the original.

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EXTRACTS FROM LETTER OF MR. W. T. CARRIGAN, ASSISTANT, NAUTICAL ALMANAC OFFICE, UNDER DATE OF APRIL 17, 1912.

Another point to be considered is the degree of precision to which the work should be carried. This, of course, varies with different classes of work, but it should be determined in advance for each computation and a definite rule established for the guidance of the computer. It is always a waste of time to carry computations farther than is necessary to give the last printed figure with a reasonable probability of accuracy. As an example, suppose a computation is to be carried through to the 0.001 of a degree, it would be a waste of time to use six or seven place logarithms and employ data given to the tenth of a second. And when one degree of precision is set for the computation and a higher one for the checks, it causes when the comparisons are made not only loss of time but much vexation and worry.



Regarding the checking I do not think I can put forth my views better than by giving an account of my own methods when I was in charge of that work. In the first place, the check dates were always selected in advance of the receipt of any of the computations for the given year, and all the necessary data collected and put into shape. Then the check computations were made for each of the selected dates and were usually ready when the computations came in. If the comparison showed no discrepancies beyond an occasional unit in the last printed place the copy was marked "checked" and given to the assistant in charge of the printing. Then the comparison disclosed errors extra checks were computed to determine if these errors were of a systematic character. If they were found to be so the work was returned to the computer for correction, otherwise they were usually corrected in the office. The number of check dates deemed necessary was not the same for all the bodies. Thus, for the Sun, Mercury, and Venus, I used 12 and a smaller number from Mars outward, giving only two to Uranus and Neptune. Jupiter and Saturn, I think, were checked every 40 days.

When the given ephemeris had been put into type and proofs procured it was differenced, and if the differences disclosed any accidental errors the copy was marked and returned to me for examination and correction. All this was done regularly and systematically, and I do not think the number of errors that escaped detection was any greater than under the present system.

The moon, on account of its rapid motion, was checked more closely—every 10 days.

UNITED STATES NAVAL OBSERVATORY,  
Washington, D. C., October 15, 1912.

From: Board on computations, etc., Nautical Almanac Office.  
To: Superintendent Naval Observatory.  
Subject: Report of Board.

In accordance with your order No. 11686 of October 5, 1912, the board on computations, etc., Nautical Almanac Office, respectfully reports as follows:

No work shall be accepted from foreign offices, and published, until checked as hereinafter specified.

The complete ephemerides of the sun, moon, and planets, as received from the foreign offices, shall be checked by complete computation on at least the following number of dates during a year:

	Geocentric ephemer- ides.	Helio- centric ephemer- ides.
For the sun.....	15	.....
For the moon.....	28	.....
For Mercury.....	24	24
For Venus.....	16	16
For Mars.....	14	14
For Jupiter.....	8	8
For Saturn.....	8	8
For Uranus.....	8	3
For Neptune.....	8	3

In the comparison of checks with the computations of foreign offices, except those of the moon, in every case where the quantities published are given to one decimal fewer than in the tables of computation, the checks shall be considered satisfactory that do not differ from the original computation more than one unit in the last published place.

The checks in the following cases will be considered satisfactory if they do not differ from the original computation in the last published place more than the numbers given:

Right ascension, declination, and rectangular coordinates of the sun.....	1
Latitude of the sun (published to hundredths of a second).....	3
Longitude and latitude of the moon.....	2
Right ascension of the moon.....	2
Declination of the moon.....	3

Equatorial horizontal parallax of the moon (published to hundredths of a second).....	2
Right ascension and declination of Mercury and Venus.....	2 to 3
Right ascension and declination of remaining planets.....	2
The logarithm of the distance of Mercury from the sun.....	3
The logarithm of the distance of Jupiter from the sun.....	2
The logarithm of the distance of Saturn from the sun.....	6
The logarithm of the distance of Uranus from the sun.....	4
The logarithm of the distance of Neptune from the sun.....	3

The logarithm of the distance from the earth of all the planets shall be published to six decimal places only, and the checks shall be considered satisfactory that do not differ from the original computation more than one unit in the sixth decimal place.

The search for accidental errors in the sun, moon, and planet work received from foreign offices shall be made by differencing the ephemerides in the first type proof.

The apparent places of the stars received from foreign offices shall be interpolated to the meridian of Washington and then checked by complete computation on at least 28 dates during the year for the daily ephemerides and 4 dates during the year for the 10-day ephemerides.

The board having been informed that hereafter in the apparent places of the stars the right ascensions between declinations  $+60^\circ$  and  $-60^\circ$  will be given to  $0.001''$  and the declinations to  $0.01''$ ; and, further, that the opinion of the board as to the publication of the extra decimal was not desired by the superintendent, it is recommended that the checks to the apparent places of the stars shall be considered satisfactory if the check does not differ from the original by more than  $0.05''$  in declination and  $0.07''$  in right ascension.

The star-reduction constants, log. A, log. B, log. C, log. D, log.  $g$ , and log.  $h$  shall be published to four decimal places only; and the angles G and H to minutes of arc only.

The star-reduction constants shall be checked by complete computation on at least 37 dates during the year. The checks shall be considered satisfactory if the check computation does not differ from the original by more than one unit in the last place.

The daily ephemerides of the 15 northern circumpolar stars shall be given continuously for a given month, and a similar arrangement shall be made for the 10 southern circumpolar stars.

The interpolation of the ephemerides of the sun, moon, and planets to the Washington meridian shall be checked by complete computation on at least the following number of dates during the year:

For the sun, 15; for the moon, 37; for Mercury, 24; for Venus, 16; for Mars, 14; for Jupiter, 8; for Saturn, 8; for Uranus, 8; for Neptune, 8.

The check shall be considered satisfactory if the check does not differ from the original more than one unit in the last place.

The bright limbs of the moon shall be indicated only for upper culmination at Washington.

The Washington moon culminations shall be published for upper transit only.

The elements of eclipses, when they can not be differenced, shall be computed in duplicate; and when they can be differenced, they shall be checked by complete computation at every sixth date. The check shall be considered satisfactory when the check computation does not differ from the original by more than one unit in the last place.

Occultations shall be computed in duplicate. The work shall be considered satisfactory when the results from the two computations do not differ more than one unit in the last place.

The physical observations of the sun, moon, and planets shall be checked by complete computation on at least the following number of dates during the year:

For the sun, 13; for the moon, 37; for Mars, 14; for Jupiter, 10.

The checks shall be considered satisfactory when the check computation does not differ from the original by more than one unit in the last place.

The times of elongation of the satellites shall be checked by complete computation on at least the following number of dates during the year:

For Saturn, 3; for Uranus, 3; for Neptune, 3; for Mars, on every fifth date given; for Jupiter V, 7.

The differential coordinates of Phoebe and Jupiter VI and VII shall be checked on at least seven dates during the year.

The position angle and distance tables for the satellites shall be checked by complete computation on every tenth date.

The question of checking Jupiter's satellites, I-IV, was discussed; and in view of the fact that they are to be computed from Sampson's new tables, of which the board has no information or data, the board finds it impracticable to make any recommendations relating thereto.

Whenever possible, computations shall be carried one decimal farther than published.

It is not thought practicable to devise any satisfactory plan of charging against pieceworkers the cost of correcting their mistakes.

In no case shall the printer's copy be differenced but in every case the office shall briefly examine the differences furnished by the computer, who shall whenever possible submit to the office these differences with his original work and the printer's copy.

The first proof and the plate proof shall be compared with the original copy, and the first proof shall be differenced whenever possible.

In view of the fact that hereafter a considerable portion of the material for the American Ephemeris is to be furnished annually by the various foreign offices; and further, that the bulk of the recommendations of the board tend to lessen the time and labor hereafter necessary for the work in the American Ephemeris Office, it is recommended that: In the future all computations and work required in the preparation and publication of the American Ephemeris shall be performed in the Nautical Almanac Office by the regular assistants of the office; and it is further suggested that such portion of the time of the assistants as may not be required in the routine work above noted, should be devoted to the investigation of such questions as, by their proper development and solution, shall tend to increase the usefulness and accuracy of the Ephemeris.

A copy of the original orders to the board, and also of the minutes of its proceedings, are hereto attached.

W. S. EICHELBERGER,  
*Professor of Mathematics, United States Navy, Chairman.*

WALTER S. HARSHMAN,  
*Professor of Mathematics, United States Navy.*

H. L. RICE,  
*Professor of Mathematics, United States Navy.*

JAMES ROBERTSON,  
*Assistant, Nautical Almanac Office.*

For signature of Assistant Astronomer H. R. Morgan see minority report.

We, the undersigned, do not agree with the last recommendation of the above report, viz:

In view of the fact that hereafter a considerable portion of the material for the American Ephemeris is to be furnished annually by the various foreign offices; and further, that the bulk of the recommendations of the board tend to lessen the time and labor hereafter necessary for the work in the American Ephemeris Office, it is recommended that in the future all computations and work required in the preparation and publication of the American Ephemeris shall be performed in the Nautical Almanac Office by the regular assistants of the office; and it is further suggested that such portion of the time of the assistants as may not be required in the routine work above noted should be devoted to the investigation of such questions as, by their proper development and solution, shall tend to increase the usefulness and accuracy of the Ephemeris.

And, further, we do not submit our views with reference to the subjects dealt with in the recommendation as, in our opinion, these subjects were not submitted to the board for its consideration.

W. S. EICHELBERGER,  
*Professor of Mathematics, United States Navy.*

HERBERT R. MORGAN,  
*Assistant Astronomer, United States Naval Observatory.*

MINUTES OF BOARD ON COMPUTATIONS, ETC., NAUTICAL ALMANAC OFFICE, CONVENED BY THE SUPERINTENDENT OF THE UNITED STATES NAVAL OBSERVATORY, BY ORDER NO. 11686 OF OCTOBER 5, 1912.

UNITED STATES NAVAL OBSERVATORY,  
NAUTICAL ALMANAC OFFICE,  
*Washington, D. C., October 14, 1912.*

*October 7, 1912.*

The board met at the United States Naval Observatory at 10.45 a. m., Prof. W. S. Eichelberger, United States Navy, presiding.

Prof. W. S. Harshman, United States Navy, present.

Prof. H. L. Rice, United States Navy, present.

Assistant J. Robertson, Nautical Almanac Office, present.

Assistant Astronomer H. R. Morgan, Naval Observatory, present.

The order and instructions of the superintendent were read. A general discussion led to information about the subjects that should be considered as coming under the instructions.

The resolutions of the Paris conference of October, 1911, the action of the department thereon, and decisions of the observatory council relating thereto, were read.

The changes in the Ephemeris, recently made, or to be made, were announced for information.

The computations and checking of the ephemerides of the sun, moon, and planets and the interpolation from the Greenwich to the Washington meridian were considered.

In reference to the second part of paragraph 4 of the instructions, it was unanimously recommended that—

“No work shall be accepted from foreign offices and published until checked, as hereinafter specified.”

*October 8, 1912.*

All members present, Prof. Eichelberger presiding.

The checking of work received from foreign offices continued under discussion.

With two dissenting votes, which were against the principle, and not the details of the motion, it was recommended that—

The complete ephemerides of the sun, moon, and planets, as received from the foreign offices, shall be checked by complete computation on at least the following number of dates during a year:

	Geo- cen- tric.	Heli- cen- tric.
For the sun.....	15	
Moon.....	28	
Mercury.....	24	24
Venus.....	16	16
Mars.....	14	14
Jupiter.....	8	8
Saturn.....	8	8
Uranus.....	8	3
Neptune.....	8	3

It was suggested that this number of dates should not be increased unless discordances are shown.

It was suggested that data be collected for a few years hence that would afford means of revising these numbers.

It was suggested that computations be carried one decimal more than published results whenever possible.

In reference to paragraph 3 of the instructions as applied to the checking of data furnished by foreign offices:

Tentative numbers were suggested for the agreement of the distances of the sun and planets, but more data was asked for, from a comparison of the British and American Ephemerides for 1910.

It was unanimously recommended that:

“In the comparison of checks with the computations of foreign offices, except those of the moon, in every case where the quantities published are given to one decimal fewer than in the tables of computation, the checks shall agree to one unit of the last decimal published.”

That:

"The checks shall agree with the computed values to one unit of the last decimal published for the right ascension, declination, and rectangular coordinates of the sun; to three units for the latitude of the sun; to two units for the longitude and latitude of the moon; to two units for the right ascension of the moon; to three units for the declination of the moon; to two units for the parallax of the moon; to two to three units for the right ascension and declination of Mercury; to two to three units for the right ascension and declination of Venus; to two units for the right ascension and declination of all other planets."

*October 9, 1912.*

All members present, Prof. Eichelberger presiding.

After considerable discussion and examination of data, in which the large uncertainty of the seventh decimal place in the logarithm of the geocentric distances, arising from the nature of the computation, was exhibited, it was unanimously recommended that:

"The logarithms of the distances of all the planets from the earth shall be published to six decimal places only, and the checks shall agree to 1 unit in the sixth decimal place."

That:

"The checks to the logarithms of the distances of the planets from the sun shall agree with the computed values to the following number of units in the last place: for the earth, 1; Mercury, 3; Venus, 1; Mars, 1; Jupiter, 2; Saturn, 6; Uranus, 4; Neptune, 3."

That:

"The search for accidental errors in the sun, moon, and planet work received from foreign offices shall be made by differencing the ephemerides in the first printer's proof."

That:

"The 'Bright Limb' shall be omitted for the lower culmination of the moon for the Washington meridian."

That:

"The daily ephemerides of the 15 northern circumpolar stars shall be given continuously for a given month, and a similar arrangement shall be made of the 10 southern circumpolar stars."

As to the checking of the Ephemeris for the meridian of Washington, it was unanimously recommended that:

"The apparent places of the stars received from foreign offices shall be interpolated to the meridian of Washington and then checked by complete computation on at least 28 dates during the year for the daily ephemerides and four dates during the year for the 10-day ephemerides."

That:

"The interpolation of the ephemerides of the sun, moon, and planets to the Washington meridian shall be checked by complete computation on at least the following number of dates during the year:

"For the sun, 15; moon, 37; Mercury, 24; Venus, 16; Mars, 14; Jupiter, 8; Saturn, 5; Uranus, 8; Neptune, 8.

"The checks shall agree to 1 unit in the last place."

*October 10, 1912.*

All members present, Prof. Eichelberger presiding.

With 3 votes for and 1 against the motion, it was recommended that:

"The star-reduction constants, log. A, log. B, log. C, log. D, log. *g*, and log. *h*, shall be published to four decimal places only and the angles G and H to minutes of arc only."

It was unanimously recommended that:

"The Washington moon culminations shall be published for upper transit only."

The board having been informed that hereafter in the apparent places of the stars the right ascensions between declinations  $+60^\circ$  and  $-60^\circ$  will be given to 0.001 and the declinations will be given to 0''.01; and, further, that the opinion of the board as to the publication of the extra decimal was not desired by the superintendent. It was recommended that "The checks to the apparent places of the stars shall agree with the computed values to 0''.05 in declination and to 0''.07 in right ascension."

That:

"The elements of eclipses shall be computed in duplicate whenever the computation can not be differenced and checked by complete computation at every sixth



date when differences can be applied. The duplicate and checks shall agree to 1 unit in the last place."

That:

"Occultations shall be computed in duplicate. The duplicate shall agree to 1 unit in the last place."

That:

"The physical observations of the sun, moon, and planets shall be checked by complete computation, on at least the following number of dates during the year: The sun, 13; the moon, 37; Mars, 14; and Jupiter, 10. The checks shall agree to one unit in the last place."

*October 11, 1912.*

All members present, Prof. Eichelberger presiding.

The motion offered by Prof. Harshman—

"In no case shall the printer's copy be differenced (but suspected errors shall be traced by an examination of the differences), furnished by the computer, who shall, whenever possible, submit these differences with his original work and the printer's copy to the office."

had the following amendment voted to it: For the words, 'in( )', "but suspected errors shall be traced by an examination of the differences," were substituted the words, "but in every case the office shall briefly examine the differences."

The motion as passed reads:

"In no case shall the printer's copy be differenced, but in every case the office shall briefly examine the differences furnished by the computer, who shall, wherever possible, submit to the office these differences with his original work and the printer's copy."

Prof. Harshman and Mr. Robertson asked that their votes against this motion be made a matter of record, by reason of their opposition to the amendment.

It was unanimously recommended that:

"The first proof and plate proof shall be compared with the original copy, and the first proof shall be differenced whenever possible."

That:

"The star numbers shall be checked by complete computation on at least 37 dates during the year. The checks shall agree to one unit in the fourth decimal place."

That:

"The question of Jupiter's satellites I-IV was discussed, and in view of the fact that they are to be computed by Sampson's new tables, of which the board has no information, or data; the board finds it impracticable to make any recommendations relating thereto."

That:

"The ephemerides for the elongations of the satellites shall be checked, by complete computation on at least the following number of dates during the year: Seven for Jupiter V, VI, and VII; 3 for Saturn, except Phoebe; 7 for Phoebe; 3 for Uranus; 3 for Neptune; Mars on every fifth date given."

That:

"The position angle and distance tables for the satellites shall be checked by complete computation on every tenth date."

It was unanimously recommended that:

"It is not thought practicable to devise any satisfactory plan of charging against pieceworkers the cost of correcting their mistakes."

It was recommended that:

"In view of the fact that hereafter a considerable portion of the material for the American Ephemeris is to be furnished annually by the various foreign offices; and further, that the bulk of the recommendations of the board tend to lessen the time and labor hereafter necessary for the work in the American Ephemeris office, it is recommended that: In the future all computations and work required in the preparation and publication of the American Ephemeris shall be performed in the Nautical Almanac office by the regular assistants of the office; and it is further suggested that such portion of the time of the assistants as may not be required in the routine work above noted should be devoted to the investigation of such questions as, by their proper development and solution, shall tend to increase the usefulness and accuracy of the Ephemeris."

Prof. Eichelberger asked to be recorded against this motion.

The board adjourned sine die 4 p. m. October 11, 1912.

W. S. EICHELBERGER,

*Professor of Mathematics, United States Navy, Chairman.*

HERBERT R. MORGAN,

*Assistant Astronomer, United States Naval Observatory, Recorder.*



UNITED STATES NAVAL OBSERVATORY,  
NAUTICAL ALMANAC OFFICE,  
*Washington, D. C., October 29, 1912.*

From: Director Nautical Almanac.  
To: Superintendent Naval Observatory.  
Subject: Report of Board on Computations, etc., Nautical Almanac Office.

1. I herewith submit for your consideration my interpretation of some points that arise in putting into operation the following recommendations of the board on computations, etc., Nautical Almanac Office, viz:
- “In no case shall the printer’s copy be differenced, but in every case the office shall briefly examine the differences furnished by the computer, who shall, whenever possible, submit to the office these differences with his original work and the printer’s copy.
- “The first proof and the plate proof shall be compared with the original copy, and the first proof shall be differenced whenever possible.”
- 1st. Differences must be handed in with all work that can be differenced.
- 2d. If the final results of computation are entered directly on the printer’s copy and are not collected elsewhere in shape for differencing, the printer’s copy shall be considered a part of the original computation and differences shall be furnished.
- 3d. The transit ephemerides for Washington of the sun, moon, planets, and stars, interpolated from the Greenwich ephemerides, shall be accompanied by their complete differences.
- 4th. When work is done in the office, the check computation shall be compared with the original computation before the printer’s copy is made. After the original computation has been declared correct, the printer’s copy shall be made carefully, of course, but the copyist shall not compare the finished copy with the original. This duty will be assigned to another assistant.
2. In accordance with our recent conversation, I submit the following figures, showing the uncertainty in the seventh decimal of log distance from the earth of the various planets.
3. In obtaining these figures I have assumed an error of one in the seventh decimal of the log radius vector of the earth, an error of 0′′.01 in the longitude of the earth, an error of 0′′.01 in the longitude of the planet, and an error in the seventh decimal of the log radius vector of the planet, as indicated below. Further, I have assumed that the four errors produced in accordance with the assumptions above have the same sign, and therefore add together to make up the final error.

	Assumed error in seventh decimal log radius vector.	Total error in seventh decimal of log distance from earth.
Mercury.....	3	2- 3
Venus.....	1	1-10
Mars.....	1	1- 7
Jupiter.....	2	2- 3
Saturn.....	6	6- 7
Uranus.....	4	4
Neptune.....	3	3

W. S. EICHELBERGER.

UNITED STATES NAVAL OBSERVATORY.  
*Washington, D. C., November 5, 1912.*

From: Assistant Astronomer Herbert R. Morgan.  
To: Superintendent Naval Observatory.  
Subject: Comment on Prof. Eichelberger’s “Interpretation, etc., on Report of Board on Computations, etc., Nautical Almanac Office.”

1-1st and 2d. The office is responsible for knowing of the accuracy of its work. I think it essential that all differences be handed in for examination in the office.

1-3d. The interpolation from the Greenwich to the Washington meridian should be considered a computation and come under the general recommendation of the board—that “all work shall be differenced when possible”—and also under “1-1st.” Especially will this be so for the star positions as carried to the extra decimal in the future.

This interpolation will now be complicated by larger and higher order of differences and liable to many errors.

The accuracy of Part II of the Ephemeris is vital to the observatory work.

The azimuth of the transit circles, the clock corrections, the final positions of the stars, the sun, moon, and planets all depend vitally upon the apparent places and mean places, published yearly in the Ephemeris. Any error in the azimuth and clock star positions affects all stars observed; any error in the sun, moon, and planet positions affects the corrections to their tables.

1-4th. Information brought out in the meetings of the board showed that the printer's copy furnished by the Observatory is far more accurate than that furnished by the Nautical Almanac Office. The former has been compared with the original; the latter has not. The department requires that "copy should be carefully edited and prepared." In consideration of the fact that the board recommends (as has been the practice) "that first proof and plate proof shall be compared with the original copy," I would insist again, as I did in the meetings of the board, that unless the copy is compared with the original computation, or is itself the original computation, there is absolutely no comparison of the published work with the original computations. This is a vital weakness in the practice of the office that Prof. Eichelberger is trying to overcome.

The check computations should be compared with the original computations before the printer's copy is made; especially when a decimal is dropped in the copy.

Either the first proof, or plate proof, or printer's copy should be compared directly with the original computations.

Copy should be compared with the original in all cases where the work can not be differenced and in such parts of differenced work as time arguments, signs, headings, characteristics, numeral arguments, etc., in which errors are not found by differencing.

2 and 3. The log distance from the earth of the planets are but little used, and in these cases fewer decimals are needed. I think the evidence given in "3" upholds the suggestion of the board, that this quantity be published to six decimals only.

HERBERT R. MORGAN.

NOVEMBER 12, 1912.

From: Superintendent.

To: Director Nautical Almanac.

Subject: Report of board on computations, etc., Nautical Almanac Office.

1. Referring to the report of the board on computations, etc., in the Nautical Almanac Office of October 15, 1912.

2. You will be governed by the recommendations of this report except as to the paragraph recommending that—

"In the future all computations and work required in the preparation and publication of the American Ephemeris shall be performed in the Nautical Almanac Office by the regular assistants of the office," which question was not submitted to the board for recommendation, and the council having decided that it is not desirable to change the number of decimal places in log. A, log. C, log. f., and log. g, nor the angles G and H to minutes of arc only; that it is desirable to continue to publish the logarithms of the distances of planets from the earth to seven decimal places, as at present; that the Washington moon culminations shall continue to be published as at present for both upper and lower culminations. You will be governed by the action of the council in these particulars.

3. Your interpretation of certain points in the above-mentioned report of October 29, 1912, is approved.

J. L. JAYNE.

DECEMBER 16, 1913.

To: Director Nautical Almanac.

Subject: Expenditures under Nautical Almanac appropriations fiscal year 1914.

1. I have to request that I be furnished as early as practicable with a statement showing the expenditures under the appropriations "Salaries Nautical Almanac Office" and "Piece-work computations," 1914, which have been charged against the various activities in the Nautical Almanac Office such as for the preparation of the Ephemeris 1916, and other years, research work, preparations of tables, etc.

2. It is also requested that I be furnished as soon as possible with a statement of the cost of the preparation of the American Ephemeris and Nautical Almanac for the year 1916.

J. L. JAYNE.

NAVY DEPARTMENT,  
UNITED STATES NAVAL OBSERVATORY,  
Washington, D. C., December 18, 1913.

From: Director Nautical Almanac.  
To: Superintendent.  
Subject: Expenditures under Nautical Almanac appropriations fiscal year 1914.

1. In reply to your request of December 16 to be furnished as early as practicable with a statement showing the expenditures under the appropriations "Salaries, Nautical Almanac Office," and "Piecework computations," 1914, which have been charged against the various activities of the Nautical Almanac Office, the following table is submitted:

Work done July 1, 1913, to Dec. 1, 1913.

	Ephemeris, 1916.	Ephemeris, 1917.	Supple- ment, 1914.	Research.	Miscel- laneous.	Total.
Salaries.....	\$2,575.00	\$1,150.00	\$200.00	\$800.00	\$375.00	\$5,100.00
Piecework (paid).....	592.65	404.80	55.25	1,079.90	74.70	2,207.30
Piecework (not yet paid).....		650.00		100.00	150.00	900.00
	3,167.65	2,204.80	255.25	1,979.90	599.70	8,207.30

2. After the details of the work for the calendar year 1913 have been entered on our card catalogue, some time during January, 1914, more detailed information will be given if it is desired. That time, about February 1, will also be the most convenient and the most economical for furnishing a statement of the cost of the preparation of the American Ephemeris and Nautical Almanac for the year 1916.

W. S. EICHELBERGER.

	1913		1914	
	First com- putation.	Checking.	First com- putation.	Checking.
Sun.....	\$750.00	\$121.57	\$750.00	\$130.29
Moon (1, $\beta$ , etc., from Hansen).....	1,540.32	462.58	1,230.12	331.10
Moon (except above).....	35.60	37.80	75.48	9.26
Mercury.....	611.00	39.31	611.00	164.44
Venus.....	415.00	51.58	415.00	84.00
Mars.....	361.35	182.04	360.00	193.10
Jupiter.....	140.00	102.28	166.88	80.34
Saturn.....	120.00	89.00	137.95	57.00
Uranus.....	78.00	64.52	78.00	92.82
Neptune.....	70.00	82.32	70.00	26.70
Star numbers.....	150.51	98.08	90.00	124.42
Stars, mean places.....	60.75	38.04	40.15	33.36
Stars, circumpolar.....	688.57	288.58	542.62	240.36
Stars, 10-day.....	857.69	982.54	772.73	419.16
Satellites of Jupiter.....	780.00	274.57	994.23	176.14
Satellites of Saturn.....	220.00	77.24	465.17	138.23
Subjects 22-26.....	51.53	26.68	44.21	
Moon culminations.....	450.00	86.02	450.00	283.49
Eclipses (and transit of Mercury).....	240.67	172.09	304.50	276.43
Occultations, mean places.....	92.30		78.85	
Occultations, elements.....	846.81	236.31	1,513.32	419.81
Occultations visible at Washington.....	279.79		207.14	
Disk of Mercury.....			8.92	
Disk of Venus.....			8.94	
Satellites of Mars.....	10.00	13.34	50.00	6.67
Satellites of Uranus.....	(20.00)	5.82	11.19	25.88
Satellite of Neptune.....	(20.00)	3.88	8.00	4.92
Phenomena.....	152.68	41.14	78.00	7.04
Observatories.....	20.71		4.24	
Arrangement and use.....	105.59		30.93	
Introduction.....	114.83		16.25	
Physical Ephemeris of sun.....	53.38	7.04	27.13	
Physical Ephemeris of moon.....	333.94	46.35	307.04	42.24
Physical Ephemeris of Mars.....	147.96	28.91	52.30	21.12
Physical Ephemeris of Jupiter.....	186.28	23.82	120.43	38.92
Tables I-VI (and VII in 1916).....	102.35	39.00	86.73	
Proof reading.....	1,214.51		1,064.62	

1 Includes the work on half the occultations only, the other half being done abroad.

	1913		1914	
	First computation.	Checking.	First computation.	Checking.
Star work on Ephemeris (miscellaneous).....	\$146.00			
Satellite work on Ephemeris (miscellaneous).....	142.78		\$54.86	
Checking Ephemeris (miscellaneous).....	51.51		13.02	
Miscellaneous work on Ephemeris.....	142.05		154.58	
Mosting A (Physical Ephemeris moon).....	182.28			
Changes in Ephemeris (1916).....				
Sums.....	11,986.74	\$3,722.45	11,494.53	\$3,433.00
Totals, first computation and checking.....		15,709.19		14,927.00

	1915		1916	
	First computation.	Checking.	First computation.	Checking.
Sun.....	\$750.00	\$186.28	\$767.80	\$283.10
Moon ( $\lambda$ , $\beta$ , $\lambda$ etc., from Hansen).....	1,150.00	754.41	1,320.81	573.50
Moon (except above).....	59.33		41.50	4.10
Mercury.....	611.00	208.74	193.04	108.50
Venus.....	415.00	62.97	422.84	164.10
Mars.....	355.00	174.11	150.83	105.10
Jupiter.....	140.00	169.59	56.47	64.10
Saturn.....	323.53	136.20	14.52	7.10
Uranus.....	78.00	340.79	29.33	35.10
Neptune.....	65.00	151.60	28.54	34.10
Star numbers.....	90.00	66.38	90.00	9.10
Stars, mean places.....	26.69	5.19	49.31	10.10
Stars, circumpolar.....	641.46	64.62	409.42	104.10
Stars, 10-day.....	668.17	322.76	668.99	217.10
Satellites of Jupiter.....	821.06	345.78	225.86	105.10
Satellites of Saturn.....	489.72	370.65	156.35	141.00
Subjects 22-26.....	2.96			
Moon culminations.....	450.00	108.98	450.00	111.10
Eclipses (and transit of Mercury).....	379.93	204.42	425.22	30.10
Occultations, mean places.....	132.39		259.95	4.10
Occultations, elements.....	1,254.32	258.69	1,492.18	122.10
Occultations visible at Washington.....	218.50		277.53	
Disk of Mercury.....	70.53		52.00	
Disk of Venus.....	8.94		34.73	
Satellites of Mars.....			20.84	
Satellites of Uranus.....	63.35	35.57	61.87	12.10
Satellite of Neptune.....	7.46	35.15	8.16	28.10
Phenomena.....	64.79		87.47	
Observatories.....	40.81	14.82	359.37	
Arrangement and use.....	63.90		167.13	
Introduction.....	19.06		33.44	
Physical Ephemeris of sun.....	15.63	38.34	53.15	42.10
Physical Ephemeris of moon.....	333.56	170.31	293.62	44.10
Physical Ephemeris of Mars.....	82.25	80.41	130.45	10.10
Physical Ephemeris of Jupiter.....	215.06	168.51	185.21	10.10
Tables I-VI (and VII in 1916).....	90.24	49.13	180.63	
Proof reading.....	1,517.70		1,398.97	
Star work on Ephemeris (miscellaneous).....				
Satellite work on Ephemeris (miscellaneous).....	78.87			
Checking Ephemeris (miscellaneous).....				
Miscellaneous work on Ephemeris.....			263.27	
Mosting A (physical Ephemeris moon).....				
Changes in Ephemeris (1916).....			145.56	
Sums.....	11,794.21	4,524.40	11,006.36	3,247.40
Totals, first computation and checking.....		16,318.61		14,254.40

<sup>1</sup> Includes only four-fifths of the work on the occultations, the duplicate computation not being completed when our first computation agreed with the results from the B. N. A.

*Expenditure of appropriation 1914 from July 1, 1913, to Jan. 31, 1914, inclusive (7 months).*

	Piecework (paid).	Piecework (not yet paid).	Total piecework.	Assistants.	Total.
Ephemeris, 1916.....	\$694.25		\$694.25	\$2,884.26	\$3,578.51
Ephemeris, 1917.....	959.70	\$900.00	1,859.70	2,499.93	4,359.63
Supplemental Almanac, 1914.....	17.75		17.75	182.21	199.96
Supplemental Almanac, 1915.....				119.08	119.08
Almanac, 1916.....	37.30		37.30	88.58	125.88
Satellites of Saturn.....	142.90	150.00	292.90	864.50	1,157.40
Satellites of Jupiter.....				151.64	151.64
Tables of Mars.....	1,074.60	60.00	1,134.60		1,134.60
Correcting moon's longitude, 1908-1913.....	182.50		182.50		182.50
Miscellaneous.....	125.80	240.00	365.80	854.73	1,220.53
Total.....	3,234.80	1,350.00	4,584.80	7,644.93	12,229.73

UNITED STATES NAVAL OBSERVATORY,  
*Washington, D. C., February 20, 1914.*

MEMORANDUM ON THE COST OF THE 1916 EPHEMERIS.

As a preliminary I submit a record which has just been completed concerning the work on the elements of occultations, 1917. Seven assistants and one pieceworker were engaged in the computations.

Time consumed by each assist- ant in comput- ing 100 occulta- tions.	Number of errors made by such assistant and the pieceworker in computing 100 occultations.	Cost per star by each assistant and the piece- worker (piece- work price).
Hours.		Cents.
35	4	25
43	11	26
62	13	27
67	17	33
81	18	42
91	27	48
98	47	49
	49	51

If the most efficient four had done all the work, the cost per star would have been 28 cents, while if the least efficient four had done all, the cost per star would have been 48 cents, more than 70 per cent greater. This indicates how difficult it is to compare satisfactorily from year to year the cost of the various parts of the Ephemeris, unless it were possible to continue the same office force year after year, and to assign each man to the same jobs over and over again.

Analyzing the cost of the Ephemeris for 1916, the book may be divided into several different groups.

1. Those parts which are practically the same in 1916 as in former volumes. This group includes the star numbers, the moon culminations, the occultations, the satellites of Mars, the satellites of Uranus, the satellites of Neptune, the phenomena, the physical ephemeris of the sun, the physical ephemeris of the moon, the physical ephemeris of Mars, the physical ephemeris of Jupiter, and the introduction. Average cost, 1913-1915, \$4,131.35. Increase, 1916, \$7.85, about two-tenths of 1 per cent.

In forming the above statement, to allow for the assistance received from the British Almanac office in the computation of our occultations in 1913 and 1915, \$750 has been added to the actual cost in 1913, and \$300 in 1915.

2. Those parts which are computed in our office but rearranged in 1916.

	Average cost, 1913-1915.	Increase, 1916.
Sun.....	\$896.05	\$155.72
Moon.....	1,895.33	88.70
Venus.....	488.28	143.08
Mean places of stars.....	68.06	—8.37
Observatories.....	26.86	332.51
Arrangement and use.....	66.81	100.32
Tables I to VII.....	122.48	58.15

With reference to some of the above increases it should be stated that in the case of the sun the increase is made up as follows: The check computation in 1916 cost about \$50 more than in former years; the printer's copy was differenced more carefully than before, cost \$50; recasting into the new form of page, \$30; and Mr. Robertson's investigation of the cause of the differences between the rectangular coordinates of the sun as computed by Mrs. Davis and as furnished by the British office, \$22.

In the case of Venus about half of this is due to the increase in the cost of the check by O. S. Hill and C. H. Killian over that of former years. Mr. Hill began the check upon entering the office. He left the office before completing it, and Mr. Killian finished it upon his arrival. Because they were new men there was also an increase in cost of overseeing their work and comparing with the original. About \$20 of the increase was due to changing the form of page.

The increase in the cost of observatories is due to the redetermination of the positions, using chiefly the data obtained from the answers to the superintendent's circular letter on the subject.

The increase in the cost of arrangement and use is due to the numerous changes introduced into the 1916 Ephemeris.

Under tables, Table IV has been expanded from 2 pages to 6, Table V from 5 pages to 6, and Table VII has been added.

As the ephemeris of the sun and that of Venus for 1917 have been furnished from abroad, and as the observatories and arrangement and use will not have to be worked over for 1917, the cost of this group for 1917 should be reduced from \$1,000 to \$1,500. In 1918 the moon will be furnished from abroad, representing an additional saving of more than \$1,000.

3. Those parts which are furnished from abroad.

	Average cost, 1913-1915.	Decrease, 1916.		Average cost, 1913-1915.	Decrease, 1916.
Mercury.....	\$773.84	\$368.99	Circumpolar stars.....	\$824.07	\$306.23
Mars.....	541.87	285.82	10-day stars.....	1,341.02	440.72
Jupiter.....	266.36	145.61	Satellites of Jupiter.....	1,130.59	705.87
Saturn.....	287.89	196.86	Satellites of Saturn.....	587.00	289.56
Uranus.....	244.04	179.51			
Neptune.....	155.21	92.00	Total decrease.....		3,011.17

During 1913-1915 there were published 25 circumpolar stars; in 1916, 35; so that for comparison purposes to represent the cost of the 35 circumpolars under the old arrangement, the \$824.07 should be increased \$250 or more.

Also, most of the 10-day stars as now published have an additional decimal over what was published in 1913-1915. How much the \$1,340 above should be increased to cover, supplying the added decimals, is difficult to estimate. Taking account of these two items, therefore, it seems that the saving on the 1916 Ephemeris, because of the data received from abroad, is about \$3,500.

With reference to the last two items, satellites of Jupiter and satellites of Saturn, it must be stated that the ephemerides of the fifth, sixth, and seventh satellites of Jupiter, the ninth satellite of Saturn, and the position angle and distance tables are computed in our office, as formerly.



Fourth. The remaining parts are:

	Average cost, 1913-1915.	Increase, 1916.
Proof reading.....	\$1,265.61	\$133.26
Miscellaneous.....	261.22	2.05
Changes in 1916.....		145.56

The proof reading for February is still to be included. With reference to the increase in cost, it should be noted that the time required to read each of the 200 pages of 10-day stars has been materially increased by adding the extra decimals. How much this amounts to, I have not been able to estimate. The cost has also been increased because of the numerous changes introduced, requiring frequently additional proofs. The changes in 1916, \$145, should not appear as a charge in succeeding years.

Very respectfully,

W. E. EICHELBERGER,  
*Professor of Mathematics, United States Navy,  
Director Nautical Almanac.*

COST OF PREPARING THE AMERICAN EPHEMERIS AND NAUTICAL ALMANAC.

[Reply to S. Res. 424, July 17, 1914. Second and third paragraphs.]

An itemized statement of the cost of each of the Ephemerides for the years 1913, 1914, 1915, and 1916.

A statement of the cost of preparing each of the Ephemerides for the years 1895, 1896, 1897, 1898, and 1899.

*Cost of preparing the American Ephemeris and Nautical Almanac.*

The actual average annual expense to the Government of maintaining the Nautical Almanac Office during the periods July 1, 1891, to June 30, 1896, and July 1, 1909, to June 30, 1914, during which periods the cost of the annual volumes is called for by the Senate resolution, was as follows:

	July 1, 1891, to June 30, 1896.	July 1, 1909, to June 30, 1914.
Director.....	\$3,500	\$5,500
Two professors of mathematics, United States Navy.....	7,000	
Ten assistants (average).....	13,200	13,520
Copyist and typewriter.....	900	900
Assistant messenger.....	720	720
Laborer.....	660	
Messenger boy.....		420
Piecework appropriation (average).....	8,580	7,000
Total.....	34,560	28,060

For the three years 1892, 1893, and 1894 there was an annual appropriation of \$1,000 for rent and fuel, since that time cared for by the Naval Observatory appropriations.

In comparing the cost of the Ephemerides for 1895 to 1899 with that of those for 1912 to 1915, given in detail below, attention is called to the fact that the volume has grown from 540 pages in 1895 to 758 pages in 1915, an increase of 40 per cent.

The following table gives the cost of those portions of the Ephemerides that were produced by the office, the estimated cost to have produced the data made use of from the British Nautical Almanac, and the sum of these two quantities for each year; i. e., the estimated total cost to have produced the entire volume without any outside assistance.

There is added the cost of those portions of the Ephemeris for 1916 that were produced by the office, the cost of those portions produced by the office before the international agreement as a result of the Paris conference became effective and were afterwards furnished from abroad, and the difference; i. e., the cost to have produced this volume had the international agreement been effective before work was started on it.

Year of Ephemeris.	Number of pages.	Office cost.	(1)	(2)	(3)	(4)
1895.....	540	\$13,670	<sup>6</sup> \$1,000	.....	\$14,570	.....
1896.....	542	14,545	<sup>6</sup> 1,000	.....	15,545	.....
1897.....	542	14,360	<sup>6</sup> 1,225	.....	15,585	.....
1898.....	546	13,585	<sup>7</sup> 1,900	.....	15,585	.....
1899.....	546	13,685	<sup>7</sup> 1,900	.....	15,585	.....
1912 <sup>8</sup> .....	737	19,281	<sup>9</sup> 1,900	.....	21,181	.....
1913.....	758	15,709	<sup>9</sup> 1,900	.....	17,609	.....
1914.....	758	14,928	<sup>10</sup> 900	.....	15,828	.....
1915.....	758	16,319	<sup>11</sup> 1,300	.....	17,619	.....
1916 <sup>12</sup> .....	768	14,734	.....	\$2,300	.....	\$12,434

<sup>1</sup> Cost to have produced the data made use of from the British Nautical Almanac.

<sup>2</sup> Cost of work done before international agreement was made, and which was afterward furnished from abroad.

<sup>3</sup> Cost to have produced entire volume.

<sup>4</sup> Cost to have produced this volume had the international agreement been effective before work was started on it.

<sup>5</sup> Duplicate computation of elements of occultations.

<sup>6</sup> Duplicate computation of elements of occultations and one quarter of the moon's R. A. and Decl.

<sup>7</sup> Duplicate computation of elements of occultations and computation of moon's R. A. and Decl.

<sup>8</sup> Some of the material given in former volumes of the Ephemeris is omitted and much new matter added. The total increase in the number of pages is 134.

<sup>9</sup> Computation of half of elements of occultations in duplicate and computation of moon's R. A. and Decl.

<sup>10</sup> Computation of moon's R. A. and Decl.

<sup>11</sup> Computation of two-fifths of elements of occultations (one set) and computation of moon's R. A. and Decl.

<sup>12</sup> The form of many pages was changed from that of former volumes, the style of type was changed to enable more material to be given on a page without increasing the size of the page, and some of the material is given to a greater degree of accuracy. The number of figures contained in this volume is about 15 per cent greater than in the Ephemeris for 1915.

*An itemized statement of the cost of each of the ephemerides for the years 1912, 1913, 1914, 1915, and 1916.*

	1912 (737 pages).		1913 (758 pages).		1914 (758 pages).	
	First computation.	Check.	First computation.	Check.	First computation.	Check.
Sun.....	\$750.00	\$150.00	\$750.00	\$121.57	\$750.00	\$130.29
Moon (latitude, longitude, etc., from Hansen) .....	1,330.72	431.61	1,540.32	462.58	1,230.12	331.10
Moon (except above) .....	742.00	123.46	35.60	37.80	75.48	9.28
Mercury .....	611.00	194.76	611.00	39.31	611.00	164.44
Venus.....	415.00	127.90	415.00	51.58	415.00	84.00
Mars.....	336.53	164.07	361.35	182.04	360.00	193.10
Jupiter.....	140.00	186.15	140.00	102.28	166.88	80.34
Saturn.....	120.00	159.99	120.00	89.00	137.95	57.00
Uranus.....	78.00	150.88	78.00	64.52	78.00	92.42
Neptune.....	70.00	26.00	70.00	82.32	70.00	26.70
Star numbers.....	376.92	138.77	150.51	98.08	90.00	124.42
Stars, mean places.....	407.37	26.70	00.75	38.04	40.15	33.34
Stars, circumpolar.....	808.24	151.40	688.57	268.58	542.62	246.36
Stars, 10-day.....	886.33	954.20	857.69	982.54	772.73	412.16
Satellites of Jupiter.....	800.52	469.95	780.00	274.57	994.23	178.14
Satellites of Saturn.....	297.09	87.02	220.00	77.24	465.17	138.23
Pages 212, 213, 214.....	27.81	.....	51.53	26.68	44.21	.....
Moon culminations.....	457.11	130.71	450.00	86.02	450.00	221.49
Eclipses (and transit of Mercury)....	600.76	146.68	240.67	172.09	304.50	276.43
Occultations, mean places.....	64.52	.....	92.30	.....	78.85	.....
Occultations, elements.....	798.59	206.70	<sup>1</sup> 846.81	236.31	1,513.32	419.51
Occultations visible at Washington..	189.72	.....	279.79	.....	207.14	.....
Disks of Mercury and Venus.....	13.02	.....	.....	.....	17.86	.....
Satellites of Mars, Uranus, and Neptune.....	81.50	13.34	50.00	23.04	69.19	37.47
Phenomena.....	239.48	31.12	152.68	41.14	78.00	7.04
Observatories.....	483.31	.....	20.71	.....	4.24	.....
Arrangement and use.....	188.48	.....	106.59	.....	30.93	.....
Introduction.....	208.71	.....	114.83	.....	16.26	.....
Physical Ephemeris of Sun.....	41.52	.....	53.38	7.04	27.13	.....
Physical Ephemeris of Moon.....	253.56	.....	333.94	46.35	307.04	42.34
Physical Ephemeris of Mars.....	228.01	.....	147.96	28.91	52.30	29.12

<sup>1</sup> Includes the work on half the occultations only, the other half being done abroad.

An itemized statement of the cost of each of the ephemerides for the years 1912, 1913, 1914, 1915, and 1916—Continued.

	1912 (737 pages).		1913 (758 pages).		1914 (758 pages).	
	First com- putation.	Check.	First com- putation.	Check.	First com- putation.	Check.
Physical Ephemeris of Jupiter.....	\$88.24	.....	\$186.28	\$23.82	\$120.43	\$38.92
Tables I-VI (and VII in 1916).....	194.34	.....	102.35	39.00	86.73	.....
Proof reading.....	2,108.66	.....	1,214.51	.....	1,064.62	.....
Star work on Ephemeris (miscel- laneous).....	449.11	.....	146.00	.....	.....	.....
Satellite work on Ephemeris (mis- cellaneous).....	71.15	.....	142.78	.....	54.86	.....
Checking Ephemeris (miscellaneous)	148.77	.....	51.51	.....	13.02	.....
Miscellaneous work on Ephemeris...	104.02	.....	142.05	.....	154.58	.....
Meeting, A. (Physical Ephemeris Moon).....	.....	.....	182.28	.....	.....	.....
Sums.....	15,210.11	\$4,070.41	11,986.74	\$3,722.45	11,494.53	3,433.24
Actual cost to office (first computa- tion and checking).....	.....	19,280.52	.....	15,709.19	.....	14,927.77
To produce British Nautical Al- manac data.....	.....	1,900.00	.....	1,900.00	.....	900.00
Entire volume, before international agreement.....	.....	21,181.00	.....	17,609.00	.....	15,828.00
Work done before Paris Conference, later supplied from abroad. +.....	.....	.....	.....	.....	.....	.....
To produce volume with full inter- national cooperation.....	.....	.....	.....	.....	.....	.....

	1915 (758 pages).		1916 (768 pages). <sup>1</sup>	
	First com- putation.	Check.	First com- putation.	Check.
Sun.....	\$750.00	\$186.28	\$777.15	\$283.97
Moon (latitude, longitude etc., from Hausen).....	1,150.00	754.41	1,320.81	573.56
Moon (except above).....	59.33	.....	41.50	48.16
Mercury.....	611.00	208.74	193.04	168.87
Venus.....	415.00	62.97	422.84	164.73
Mars.....	355.00	174.11	150.83	105.22
Jupiter.....	140.00	169.59	56.47	64.28
Saturn.....	323.53	136.20	14.52	76.51
Uranus.....	78.00	340.79	29.33	35.20
Neptune.....	65.00	151.60	28.54	34.67
Star num' ers.....	90.00	66.38	90.00	96.18
Stars, mean places.....	26.69	5.19	49.31	10.38
Stars, circumpolar.....	641.46	64.62	409.42	108.42
Stars, 10-day.....	668.17	322.76	668.99	231.31
Satellites of Jupiter.....	821.06	345.78	225.86	198.86
Satellites of Saturn.....	489.72	370.65	156.35	141.09
Pages 212, 213, 214.....	2.96	.....	.....	.....
Moon culminations.....	450.00	108.98	450.00	111.82
Eclipses (and transit of Mercury).....	379.93	204.42	425.22	306.86
Occultations, mean places.....	132.39	.....	259.95	41.65
Occultations, elements.....	1,254.32	258.69	1,492.18	162.50
Occultations visible at Washington.....	218.50	.....	277.53	.....
Disks of Mercury and Venus.....	79.47	.....	86.73	.....
Satellites of Mars, Uranus, and Neptune.....	70.81	70.72	90.87	59.81
Phenomena.....	64.79	.....	87.47	.....
Observatories.....	40.81	14.82	409.66	.....
Arrangement and use.....	63.90	.....	195.34	.....
Introduction.....	19.06	.....	39.37	.....
Physical Ephemeris of Sun.....	15.63	38.34	53.15	43.41
Physical Ephemeris of Moon.....	333.56	170.31	293.62	44.46
Physical Ephemeris of Mars.....	82.25	80.41	130.45	62.46
Physical Ephemeris of Jupiter.....	215.06	168.51	185.21	73.04
Tables I-VI (and VII in 1916).....	90.24	49.13	189.10	.....
Proof reading.....	1,517.70	.....	1,759.34	.....

<sup>1</sup> The form of page and the style of type has been changed in the 1916 Ephemeris, with the result that it contains about 15 per cent more figures than the 1915 Ephemeris.  
<sup>2</sup> Includes only four-fifths of the work on the occultations, the duplicate computation not being com-  
pleted when our first computation agreed with the results from the British Nautical Almanac.

*An itemized statement of the cost of each of the ephemerides for the years 1912, 1913, 1914, 1915, and 1916—Continued.*

	1915 (758 pages).		1916 (768 pages). <sup>a</sup>	
	First com- putation.	Check.	First com- putation.	Check.
Star work on Ephemeris (miscellaneous).....				
Satellite work on Ephemeris (miscellaneous).....	\$78. 87			
Checking Ephemeris (miscellaneous).....				
Miscellaneous work on Ephemeris.....			\$280. 54	
• Mösting, A. (Physical Ephemeris Moon).....				
Changes in Ephemeris, 1916.....			145. 56	
Sums.....	11,794. 21	\$4,524. 40	11,486. 25	\$3,247. 42
Actual cost to office (first computation and checking)...		16,318. 61		14,733. 67
To produce British Nautical Almanac data.....		1,300. 00		
Entire volume, before international agreement.....		17,619. 00		
Work done before Paris Conference, later supplied from abroad.....				2,300. 00
To produce volume with full international cooperation.....				12,434. 00

*A statement of the cost of preparing each of the Ephemerides for the years 1895, 1896, 1897, 1898, 1899.*

1. ACTUAL PAYMENTS ON COMPUTATIONS FROM APPROPRIATIONS FOR COMPUTERS  
ON PIECEWORK.

	1895, 540 pages.	1896, 542 pages.	1897, 542 pages.	1898, 546 pages.	1899, 546 pages.
Sun.....	\$750	\$750	\$750	\$750	\$750
Moon, longitude, latitude, etc.....	1,150	1,150	1,150	1,150	1,150
Moon, R. A. and Decl.....	900	900	675		
Lunar distances.....	750	750	750	750	750
Mercury.....	450	450	450	450	450
Venus.....	325	325	325	325	325
Mars.....	325	325	325	325	325
Jupiter.....	220	220	220	220	220
Saturn.....	175	175	175	175	175
Uranus.....	135	135	135	135	135
Neptune.....	120	120	120	120	120
Stars, circumpolar.....			80	80	80
Star numbers.....	84	84	84	84	84
Eclipses.....	325	325	325	325	325
Total...!	5,709	5,709	5,504	4,889	4,889

For 1897 only three-fourths of the moon's right ascension and declination was paid for as piecework. For 1898 and 1899 this data was received from the British. The piecework appropriation not expended for the Ephemeris was used in the improvement of the tables of the planets, moon, and stars.

## 2. ESTIMATED COST OF PORTIONS OF THE EPHEMERIS FURNISHED WHOLLY OR IN PART BY THE SALARIED ASSISTANTS.

	1895	1896	1897	1898	1899
Moon culminations.....	\$400	\$875	\$875	\$875	\$875
Satellites of Jupiter.....	3,500	8,500	3,500	3,500	8,500
Satellites of Mars, Saturn, Uranus, and Neptune.....	240	240	240	240	240
Stars, mean places.....	40	40	40	40	40
Stars, 10-day.....	211	211	211	211	211
Stars, circumpolar.....	80	80			
Occultations.....	1,200	1,200	1,200	1,200	1,200
Reading first proof.....	330	330	330	330	330
Checking, second proof, and miscellaneous.....	1,960	1,360	1,400	1,400	1,400
Other work by Prof. Hendrickson.....	1,000	1,000	1,000	1,000	1,000
Total.....	7,961	8,836	8,796	8,796	8,796
Total paid pieceworkers.....	5,709	5,709	5,564	4,889	4,889
Estimated total cost.....	13,670	14,545	14,360	13,685	13,685
To produce British North American data.....	1,000	1,000	1,225	1,900	1,900
Estimate for entire volume.....	14,670	15,545	15,585	15,585	15,585

<sup>1</sup> Balance of salary of Dr. Morrison not already included. So far as can now be ascertained, Dr. Morrison gave his entire time to the work of the Ephemeris.

<sup>2</sup> Mr. Rice's entire salary is entered here, as so far as can be ascertained he devoted his entire time to work on the Ephemeris.

For the portions of the Ephemeris furnished by the salaried assistants no office records have been found stating the actual time spent by each person upon the several pieces of work. The following notes show the methods by which the cost was estimated in these cases:

*Moon culminations.*—From the time employed in computing this portion of the Ephemeris for 1901–1911 it is estimated that about three months would have been required. The Ephemeris for 1895 states that this work for that volume was done by Dr. Morrison, and the volumes for 1896–1899 state that the similar work for those volumes was done by Prof. Hendrickson. The cost given is one quarter's salary in each case.

*Satellites of Jupiter.*—The volumes for 1895–1899 state that in each case the work on the satellites of Jupiter was done by Prof. H. D. Todd, and all available information from contemporaries states that this work was the only work performed by him for the office. Therefore his entire annual salary is given as the cost for each year. It is known that Prof. Todd was not in good health at that time, and there may be some difference of opinion as to the exact amount that should be entered against this item. The facts are that the Government paid out the full salary and received in return the work on Jupiter's satellites or a portion of it. To do this work about 10 years later cost the office from \$800 to \$900.

*Satellites of Mars, Saturn, Uranus, and Neptune.*—The cost entered in this case is the amount paid somewhat later for similar work as piecework.

*Stars, mean places.*—An estimate of what the work should have cost.

*Stars, ten-day.*—Some of this work was done by piecework and some by the salaried assistants. The cost entered is computed at the piecework rate.

*Stars, circumpolar.*—The cost entered is the piecework price at that time.

*Occultations.*—The volumes 1895–1899 state that in each case the work on occultations was done by Mr. Auhagen, and as this was considered at that time a year's job, his annual salary is given as the cost for each year.

*Reading first proof.*—This was sometimes done by piecework and sometimes by the assistants in the office. The cost given is computed from the piecework prices.

*Additional work by Prof. Hendrickson.*—The proof journal for the 1897 Ephemeris states that the following computations were checked by Prof. Hendrickson: Lunar distances (72 pages), Mean Places of Stars (9 pages), Apparent Places of Stars (30 pages), Apparent Places of Additional Stars (12 pages), Moon's Semidiameter, etc. (12 pages), Elements of Occultations (30 pages), and Disks of Mercury and Venus (2 pages). The journal for the 1898 Ephemeris states that the following computations were checked by Prof. Hendrickson: Apparent Places of Stars (14 pages), Apparent Places of Additional Stars (12 pages), Eclipses (7 pages), Stars Occulted by the Moon (4 pages), Elements of Occultations (32 pages), Occultations Visible at Washington (2 pages), Disks of Mercury and Venus (2 pages), and Mean Places of Stars for Almanac (3 pages). The journal for the 1899 Ephemeris states that the Apparent Places of Stars (51 pages) were checked by Prof. Hendrickson. No record was kept of the checking on the 1895 and 1896

Ephemerides. How much time was occupied on the above-enumerated work is not known. It is believed that Prof. Hendrickson occupied himself, from time to time at least, on other work of the Ephemeris.

NOTE.—In comparing the cost of the Ephemerides for 1895–1899 with that of those for 1912–1915, several facts must be taken into account. The data “Elements of Occultations” are of such a nature that practically the only safe method of checking is to duplicate the work. However, in connection with the Ephemerides 1895–1899 advantage was taken of the fact that the British Nautical Almanac appeared some time in advance of the American Ephemeris, and instead of duplicating our computations our results were compared with the British. As the double computation was either made in our office or allowed for in the final figures given for the cost of the Ephemerides 1912–1916, \$1,000 should be added to the cost of each of the earlier Ephemerides if comparative use is to be made of the figures. Also to make the five volumes from 1895 to 1899 comparable with each other and with the later ones, \$225 must be added to the cost of 1897, \$900 to that of 1898, and \$900 to that of 1899, to allow for the Moon’s R. A. and Decl. furnished from the British Nautical Almanac office.

*Expenditure of the piecework fund for pay of computers on piecework for the fiscal year ending June 30, 1910.*

Name.	Months employed. <sup>1</sup>	Work done.	Compensation.
Wm. Auhagen.....	12	Moon, 1915..... Mars, 1914.....	\$1,006.25 300.00 \$1,306.25
G. F. Crawley.....	12	Fixed stars, 1910, 1911, 1912, 1913..... Neptune, 1914.....	706.70 70.00 776.70
E. B. Davis.....	12	Sun, 1914.....	375.00
A. Doolittle.....	12	Fixed stars, 1910, 1911, 1912, 1913..... Occultations, 1912.....	447.21 48.50 495.71
H. B. Evans.....	12	Eclipses, 1913.....	234.00
H. B. Hedrick.....	6	Mars, 1913.....	96.17
H. F. M. Hedrick...	12	Moon, 1914..... Fixed stars, 1910, 1912..... Moon culminations, 1913.....	143.75 165.00 450.00 759.36
Louis Lindsey.....	9	Fixed stars, 1910, 1912, 1913.....	812.50
J. McWilliam.....	12	.....do..... Occultations, 1912..... Occultations, 1913..... Moon culminations, 1912.....	358.23 165.34 239.00 48.50 811.07
G. B. Merriman....	12	Satellites, 1914 <sup>2</sup> .....	1,157.00
F. E. Ross.....	11	Mercury, 1913..... Venus, 1914..... Satellite work and Moon corrections.....	611.00 415.00 131.00 309.20
B. J. Sigmund.....	12	Fixed stars, 1910, 1911, 1912, 1913.....	217.05
T. E. Trott.....	12	Fixed stars, 1910, 1912, 1913.....	
		Total.....	7,000.00

<sup>1</sup> This column gives the approximate time during which the pieceworker designated had work on hand. As frequently the results were not needed for some months after the work was assigned, each computer was in the habit of consulting his own convenience about the time of work. The number of months given, therefore, can not be taken as indicating the time spent upon the work. The actual time devoted to the work is not known.

<sup>2</sup> Work not yet completed.



Expenditure of the piecework fund for pay of computers on piecework for the fiscal year ending June 30, 1911.

Name.	Months employed.	Work done.	Compensation.
Wm. Aubagen.....	12	Moon, 1916..... Mars, 1915..... Uranus, 1914, 1915.....	\$750.00 355.00 156.00 \$1,261.00
G. F. Crawley.....	5	Fixed stars, 1911..... Star tables, 1914-1920.....	129.00 411.90 540.90
E. B. Davis.....	12	Sun, 1915.....	750.00
A. Doolittle.....	9	Fixed stars, 1911, 1913, 1914.....	199.35
H. B. Evans.....	9	Eclipses, 1914..... Transit of Mercury, 1914.....	270.50 23.00 293.50
H. B. Hedrick.....	12	Mars, 1913..... Phenomena, 1913.....	18.83 60.00 78.83
H. F. M. Hedrick ..	12	Mars, 1913..... Moon culminations, 1914.....	157.40 225.00 382.40
C. S. Lewis.....	1	Miscellaneous checking.....	92.02
L. Lindsey.....	4	Fixed stars.....	179.85
J. McWilliam.....	12	Fixed stars, 1911, 1913..... Star numbers, 1914, 1915..... Occultations, 1913, 1914.....	163.75 180.00 316.60 660.35
G. B. Merriman....	6	Satellites, 1913, 1914.....	\$ 970.00
F. E. Ross.....	12	Mercury, 1914..... Venus, 1915..... Jupiter's satellites..... Tables of correction to Hansen..... Proof.....	611.00 415.00 8.00 159.00 78.00 1,271.00
B. J. Sigmund.....	6	Fixed stars, 1914.....	36.00
T. E. Trott.....	6	Fixed stars, 1911, 1914.....	284.80
		Total.....	7,000.00

<sup>1</sup> This column gives the approximate time during which the pieceworker designated had work on hand. As frequently the results were not needed for some months after the work was assigned, each computer was in the habit of consulting his own convenience about the time of work. The number of months given, therefore, can not be taken as indicating the time spent upon the work. The actual time devoted to the work is not known.

<sup>1</sup> This includes the work of the previous year, which was not turned into the office until the present fiscal year.

84 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

*Expenditure of the piecework fund for pay of computers on piecework for the fiscal year ending June 30, 1912.*

Name.	Months employed.	Work done.	Compensation.	
Wm. Aubagen.....	12	Neptune, 1915.....	\$65.00	
		Moon, 1916.....	425.00	
		Moon, 1917.....	1,125.00	
				\$1,615.00
E. B. Davis.....	12	Sun, 1916.....	750.00	750.00
A. Doolittle.....	7	Fixed stars, 1915.....		150.00
H. B. Evans.....	7	Satellite diagrams, 1915.....	22.00	
		Eclipses, 1915.....	357.50	
		Special eclipse work.....	20.50	
				400.00
H. B. Hedrick.....	4	Jupiter, 1915.....		140.00
H. F. M. Hedrick..	10	Moon culminations, 1914.....	225.00	
		Moon culminations, 1915.....	450.00	
				675.00
L. Lindsey.....	10	Fixed stars, 1914.....	323.00	
		Fixed stars, 1915.....	175.00	
				498.00
J. McWilliam.....	9	Occultations, 1914.....	393.65	
		Occultations, 1915.....	340.40	
				734.05
G. B. Merriman....	6	Satellites, 1915.....		500.00
A. Newton.....	2	Occultations, 1915.....	83.30	
		Venus, 1916.....	7.65	
		Physical ephemeris.....	59.50	
		Secular variations of planets.....	35.70	
		Computing blanks.....	35.70	
		Moon.....	22.10	
				243.95
F. E. Ross.....	10	Mercury, 1915.....	611.00	
		Venus, 1915.....	400.00	
		Proof.....	34.00	
				1,045.00
T. E. Trott.....	9	Fixed stars, 1915.....		249.00
		Total.....		7,000.00

<sup>1</sup> This column gives the approximate time during which the pieceworker designated had work on hand. As frequently the results were not needed for some months after the work was assigned, each computer was in the habit of consulting his own convenience about the time of work. The number of months given, therefore, can not be taken as indicating the time spent upon the work. The actual time devoted to the work is not known.

*Expenditure of the piecework fund for the pay of computers on piecework for the fiscal year ending June 30, 1918.*

Name.	Months employed.	Work done.	Compensation.
E. B. Davis.....	<sup>1</sup> 12	Occultations, 1916..... Tables of Mars.....	\$158.85 153.45
A. Decolittle.....	8	Neptune, 1919-1931..... Stars, 1916..... Washington occultations, 1909-1913.....	42.90 50.00 18.75
H. B. Evans.....	8	Eclipses, 1916.....	111.68
H. B. Hedrick.....	7	Moon culminations, 1916.....	322.00
H. F. M. Hedrick...	7	.....do..... Tables of Mars.....	50.00 400.00 35.00
I. M. Lewis.....	7	Eclipses, 1916..... Fixed stars, 1917..... Tables of Mars..... Sun, 1917.....	201.00 12.00 47.00 14.25
Louis Lindae.....	10	Pulkowa Star Catalogues..... Saturn's satellites.....	175.00 354.45
J. McWilliam.....	12	Occultations, 1915..... Occultations, 1916..... Star numbers, 1916..... Tables of Mars..... Uranus, 1919-1930.....	64.43 424.95 87.50 85.70 63.00
G. B. Merriman.....	5	Satellites, 1916.....	725.58
Arthur Newton.....	12	Occultations, 1915..... Occultations, 1916..... Copy, 1915..... Copy, 1916..... Periods of satellites..... Eclipse of April, 1912..... Supplement, 1913..... Changes, 1916 Ephemeris..... Satellites, 1916..... Formulae, data, and computation forms for physical ephemeris and satellite ephemerides.	55.00 124.95 387.90 32.30 46.50 20.40 15.30 36.00 10.25 169.25 657.60
F. E. Ross.....	7 <sup>1</sup>	Tables of Mars..... Tables for correcting Hansen's Tables de la Lupe.....	1,500.45 570.00 110.50
T. E. Trott.....	8	Jupiter, 1919-1930..... Stars, 1916.....	680.50 165.00 60.00
		Total.....	225.00 5,221.68

<sup>1</sup> See note to preceding table.

THE NAMES OF ANY ASSISTANTS IN THE NAUTICAL ALMANAC OFFICE WHO HAVE BEEN TRANSFERRED TO THE PIECEWORK FORCE DURING THE LAST 15 YEARS AND THEIR SALARIES BEFORE SUCH TRANSFER AND THE ANNUAL AMOUNT THEY HAVE BEEN PAID SINCE TRANSFER.

[Reply to S. Res. 424, July 17, 1914, fifth paragraph.]

*Assistants transferred to piecework force from Jan. 1, 1889, to July 25, 1914, and amounts paid them for piecework during each fiscal year.*

(The different pieces of work upon which each pieceworker was employed during the years 1910-1913 are given on pp. 7-10.)

Name.	Salary at time of transfer.	Date of transfer.	1901	1905	1906	1907
D. T. Wilson.....	\$1,000.00	Jan. 23, 1901	\$280.80			
H. B. Evans.....	1,200.00	Sept. 23, 1904		\$231.00	\$375.75	\$188.50
G. B. Merriman.....	1,400.00	Jan. 17, 1906			750.25	1,070.00
E. C. Howell.....	1,000.00	July 13, 1907				
W. Aubagen.....	1,600.00	Nov. 16, 1908				
H. B. Hedrick.....	1,600.00	Jan. 12, 1910				
I. Martin (Lewis).....	1,200.00	Dec. 1, 1912				

Name.	1908	1909	1910	1911	1912	1913	1914
D. T. Wilson.....							
H. B. Evans.....	\$589.00	\$26.00	\$234.00	\$263.50	\$400.00	\$322.00	\$288.00
G. B. Merriman.....	1,010.00	950.00		970.00	800.00	55.00	55.00
E. C. Howell.....	50.00						
W. Aubagen.....		143.75	1,366.25	1,261.00	1,615.00		
H. B. Hedrick.....			96.17	78.83	140.00	50.00	155.00
I. Martin (Lewis).....						274.25	472.15

*Assistants<sup>1</sup> who resigned and left the office and later were appointed pieceworkers, and amounts paid them for piecework during each fiscal year.*

(The different pieces of work upon which each pieceworker was employed during the years 1910-1913 are given on pp. 7-10.)

Name.	Salary.	Resigned.	Appointed. pieceworker.	1907	1908
F. E. Ross.....	\$1,000.00	Mar. 20, 1903	June 10, 1907	\$418.00	\$1,124.00
A. Newton.....	1,200.00	Dec. 1, 1911	May 6, 1912		

Name.	1909	1910	1911	1912	1913	1914
F. E. Ross.....	\$835.00	\$1,157.00	\$1,271.00	\$1,045.00	\$690.50	\$1,604.50
A. Newton.....				243.95	1,500.45	1,554.75

<sup>1</sup> This list is not called for by the resolution, but is added so as to give the names of all assistants who afterwards became pieceworkers.

## PATENT OFFICE.

## STATEMENT OF THOMAS EWING, COMMISSIONER OF PATENTS.

Senator OVERMAN. You may proceed, Mr. Ewing.

## ADDITIONAL LAW EXAMINERS.

Mr. EWING. On page 96, line 10, I asked for five law examiners, at \$2,750. I got four from the House, and I want the fifth.

Senator OVERMAN. You estimated for five, and were allowed two?

Mr. EWING. I have two now. I was allowed two more, and I want five altogether. That is the only increase I ask for. The work these law examiners are doing consists of supervising the work of the 43 divisions of the office, in order, as far as I can possibly have it done, to unify the practice on specific points.

Senator GALLINGER. You had two last year?

Mr. EWING. I had two last year. There always have been two, and they were engaged in assisting the commissioner in looking up legal points and in correspondence about treaties, etc. When I got in there I put them at specific work, one of them to hear all motions to dissolve interferences—which are suits there in the office—and the other to revise all proposals of interference before they are established.

That work, the initiation of interferences and the dissolution of them before any trial is had, takes up the entire time of those two men. I am satisfied that it has cut the number of interferences which will be declared in the current year to half what it was a year ago, with a saving of hundreds of thousands of dollars in expense to the office and litigants, freeing the force, therefore, to do the work it ought to be doing by getting out of this unnecessary work. I say "hundreds of thousands of dollars." That may be extravagant, but there is a very large amount of cost and trouble and annoyance, which is all avoided by omitting to declare half of the interferences which are unnecessary.

That takes up the time of those two men entirely. Then there is another question in the office which I find has been very troublesome, and that is the requirement that the applications, when filed, shall be divided, and other applications filed for parts. That is called the question of division. Under the practice that existed 10 years ago anybody who was injured by such a requirement could petition the commissioner without fee, and the commissioner would correct it if he thought it should be corrected; but the Supreme Court of the United States, in a proceeding brought, held that that was a matter of merit, and that there had to be a fee paid and an appeal taken in the regular course to the board, with the result that applicants generally submit rather than go to the expense of appealing. It is a troublesome thing, and there is a good deal of foolish work done. There are 6,000 or 7,000 of these requirements of divisions a year. One examiner has one view, another examiner has another view, and as there are 43 examiners, we have 43 different views. I want one man to be responsible to me for revising, wherever an applicant comes and asks for it, and having a uniform practice on the question of division.

Senator OVERMAN. Could you use one of the extra men they have given you for that purpose?

Mr. EWING. That will take up one of the four: yes. That one I want. Now, I have another purpose in mind, and that is, I am trying to get out these old cases that have been in my office for many years. I have made an order that no case which has been in the office for over five years shall be amended without the amendment being brought to my attention, and I am forcing the cases out; but I want to lower that to four years. There are 30,000 cases that have been in the office over two years, for example, and there ought not to be anything like that number. I want to get it down to two years ultimately, but I want to lower the time immediately to four years.

Senator GALLINGER. Does that accumulation of cases result from inadequate help?

Mr. EWING. It results from inadequate attention to the propriety of putting pressure on men when they are dilatory. That is the whole thing in a nutshell. If I were to lower that to four years this year it would bring over to my desk 15,000 cases, or 50 a day. I would simply have to quit if that were to happen, because my door would be swinging all the time. I want one of these law examiners to attend to that work, and it will take his whole time. It requires a high class of capable men of the same rank with the examiners, because if I were to put a man of lower rank there they would feel that they were being supervised by their inferiors.

Senator GALLINGER. How do you get these extra men—from the civil service?

Mr. EWING. Oh, yes. There will be promotions in the office, really.

That accounts for the whole four men on special work. I submit that I ought to have one man here to look up a law point for me if I want it, or to work up a question about a treaty, or advise with an examiner on a point of law, or anything of that sort. In other words, the two law examiners were doing the work which I am now trying to do myself, and I want one man in addition. That is why I asked for five, not four; and I think I ought to have them.

There are two other matters.

Senator GALLINGER. There is one point I want to ask you concerning, because you are the best qualified man to answer it, I think. The other evening I came in contact with the judge of one of our courts and he said, "I am very tired. I have been sitting up three or four nights recently studying a patent case that I knew nothing about when I started, and I know mighty little about it now." He said, "Why on earth don't you have a patent court?" That appealed to me. It has been agitated, and it appealed to me as being a wise thing.

Mr. EWING. I think there ought to be an adequate patent court.

Senator OVERMAN. The great trouble there is that one jurisdiction decides differently from another jurisdiction.

Mr. EWING. That ought to be rectified. There are nine circuits, with nine different conclusions possible.



## ADDITIONAL CLERICAL ASSISTANCE.

The other thing I asked for last year was \$10,000 for extra assistance. You will find that on page 97. Both the House and the Senate committees refused it last year, and the House committee has refused it again this year. Senator O'Gorman brought the matter up in the Senate and it went through, but was thrown out in conference.

The simple fact is that in the course of the year we have about 30,000,000 words to copy and certify, for which fees are paid, making it a very profitable business; but at times, and particularly in the summer time, when all the clerks are taking their holidays we get behind, so that it is a matter of great annoyance to the public. I want to have \$10,000 to employ typewriter operators temporarily, in so far as necessary. They are all certified by the Civil Service Commission. I want them so that I can do the work with promptitude and because it is a very great inconvenience to the courts and to litigants and to business men to send in an order and not be able to get their papers for six weeks, or some such matter, as frequently happens. We will get all that money back, but I believe we actually lose that much profit, because the people get tired of waiting and employ outside typewriters. We can get them for \$2.50 a day, and each one will earn \$10 a day, so that we really lose a large amount of actual profit.

I think it would be a very great advantage to the office if we could do that; but what I am trying very hard to do is to get the office to a point where, when business comes in, it is attended to right away. It is of immense importance to the public interest, and I think it is an immense protection, because it is just this dilatory business that is bringing the office into such disrepute in many quarters.

## LAW BOOKS, REFERENCE BOOKS, ETC.

Then there is one other slight item, and that is, we have a \$500 appropriation for law books and a \$2,500 appropriation for other books. It seems to me they ought to be consolidated. I have asked for that before. It is a matter of small consequence, but I fail to see why I should have to spend it in that way, without any flexibility.

Senator BRYAN. In other words, you want that paragraph put over here, and this one struck out?

Mr. EWING. Yes. It does not add anything to the appropriation.

Senator SMOOT. You want the two of them consolidated, making \$3,000?

Mr. EWING. Yes.

Senator OVERMAN. It would be just the same amount?

Senator SMOOT. Just the same amount.

Mr. EWING. The same amount of money.

Senator SMOOT. The only difference is, if they did not want to buy law or other reference books with the \$500 they could use it for some other purpose; or if they did not want to use the \$2,500 for professional and reference books they could use it for law books.

Mr. EWING. It is all for books. It is only a matter of what kind of books they shall be.

Those are the only items I ask for.

Senator OVERMAN. We are much obliged to you.

Mr. EWING. I am very much obliged to the committee.

## BUREAU OF EDUCATION.

## STATEMENT OF PHILANDER P. CLAXTON, COMMISSIONER OF EDUCATION.

Senator OVERMAN. We will hear you now, Dr. Claxton.

Mr. CLAXTON. Mr. Chairman and gentlemen, in the estimates submitted this year were contained several items not included in the appropriation made by the House, which was the same as the appropriation of last year. These estimates were reduced by the Secretary to what we have considered the minimum because of the necessity of economy.

## RURAL AND INDUSTRIAL EDUCATION.

The first item is an addition of \$40,000 to the appropriation of \$30,000 last year for rural education and industrial education, lines 13 to 16. We request the elimination of the words "and no salary shall be paid hereunder in excess of \$3,500 per annum."

The small amount of \$30,000 used for investigation and promotion of rural education and industrial education is wholly inadequate. We have, until now, used most of that fund for rural education. With it we employ four specialists and an assistant, and pay their traveling expenses.

Senator GALLINGER. Dr. Claxton, what result do you get from these investigations of rural education?

Mr. CLAXTON. We are getting, I think, very valuable results.

Senator GALLINGER. In what line?

Mr. CLAXTON. In many lines. The requests that we have been able to respond to most until now have been along the line of rural school administration. The rural schools all over the country have been generally conceded to be inadequate and we are trying to find why. There is now a growing opinion that it is to some extent because of the old school district system, which originated in New England and of course was necessary when each little settlement was separated from other settlements.

Senator GALLINGER. But we are abolishing those now in New England.

Mr. CLAXTON. They were abolished long ago in New England, but many other States have not abolished them. Now, to what kind of units shall they come in order that there may be better supervision and a spread of the cost of the schools over larger units?

We have made studies of the consolidation of schools and the extension of the unit to the township and the county. Those have recently been established. The result is that 15 States—I think I quote the number correctly—will this year have bills pending in their legislatures looking toward a larger unit, most of them the county unit.

To show the interest in that matter, I will state that the other day six State superintendents came into my office from New England to discuss that very matter. They made the trip down here. The only thing we could give them was our studies in that respect.

Senator GALLINGER. And the movement in that direction has been consequent upon the work you have done?

Mr. CLAXTON. I think it has been, very largely; yes. At this moment the specialist in that particular kind of school administration is in either Colorado or Montana. He is going to both of those States, from there to Texas, and from there to the State of Alabama. The State superintendent, the governor of the State of Alabama, and I think every Congressman from that State have written me asking that he shall go there and stay for a month. There are 15 States wanting him. We can not send him to Alabama for a month. Their plea is that their legislature is in session once in four years only. I therefore said to them that if they would wait until the middle of this month, when he would be back from this trip through the Western States, he might stay as long as he could be of real service.

Senator BRYAN. Who is he, Doctor?

Mr. CLAXTON. He is the specialist in rural school administration, A. C. Monahan.

Senator SMOOT. You have stated that you have four specialists?

Mr. CLAXTON. Yes.

Senator SMOOT. What salaries do you pay them?

Mr. CLAXTON. Three of them are paid salaries of \$2,740, and the fourth one \$2,500. The fifth one, who is just coming in, is an assistant at \$1,800.

Senator GALLINGER. Your answer to my interrogatory is certainly very illuminating, Dr. Claxton; and while I was somewhat at a loss to know what your modus was, it seems to me very desirable and valuable.

Mr. CLAXTON. We are the only place in the United States where information on this subject can be had by anybody without taking up the study and making it himself at great cost. Shall I proceed?

Senator OVERMAN. Yes, sir; please.

Mr. CLAXTON. I have asked, in the estimates submitted, for the salary of one specialist in rural education at \$4,000. The five people that we now have work almost independently of each other. It makes it necessary for each of them to come to the commissioner for all details and to report back to the commissioner and the different people in other divisions the details of the work done, as I will show you in a few minutes. The division has never had a chief except for six months, when we had Mr. Eggleston, of Virginia, who left us for a salary of \$5,000 in the House. Men of the ability necessary for this work, with the requisite general knowledge of education and comprehensive understanding of rural schools, are paid more than \$3,500, and I think I would be unable to find a man at that salary to whom I would be willing to commit this work. Therefore I have not put in a specialist, except at that one particular time. At that time this limitation of salary did not hold. That was several years ago.

Senator SMOOT. Have you that specialist now, paid out of the lump sum?

Mr. CLAXTON. Which specialist?

Senator SMOOT. The one you spoke of before, at \$4,000.

Mr. CLAXTON. No; we have not him now. He was to be the chief specialist. He would be in charge of the entire division.

Senator SMOOT. You spoke here of the limitation of salary of \$3,500.

Mr. CLAXTON. Yes.

Senator SMOOT. Would that affect any man who is in the service to-day?

Mr. CLAXTON. It does not affect any man in the service to-day. It prevents my getting the man whom I would be willing to have, and I think you would want to have, the work given over to for the general administration of that division.

I have asked, also, for additional specialists in rural school education. One of the specialists we have now is a specialist in school methods and practice. He is studying the whole problem of the revision of the rural school course of study. Our rural schools have simply adopted, with very little modification, the city school courses. They need to be adapted to the conditions of rural life, the vocational side of them as well as the other work.

#### COOPERATIVE INVESTIGATIONS AND EXPERIMENTS.

Senator GALLINGER. I notice that you ask \$4,000 for cooperative investigations and experiments in secondary and elementary education, \$1,000 of which is to be expended in the investigation of methods of spelling.

Mr. CLAXTON. Yes. I should be very glad to make a statement about that.

Senator GALLINGER. I wish you would.

Mr. CLAXTON. I happen to have been for a good many years what was called a professor of education, and my associations have been with them; but we are all very conscious of the fact that we have very little definite knowledge as to what are the best methods of teaching any subject. Education is now in about the same condition that agriculture was, let us say, in 1880 or 1890. After the agricultural colleges were established there were large numbers of professors of agriculture of various kinds, and they had traditions. They knew that somebody had grown a good crop in a certain way. In 1890, or about that time, the Government began to make appropriations for agricultural experiment stations. You appropriate a million and a half dollars a year, the States about as much, and you give about as much again to the Agricultural Department here to direct those investigations. The result is, now, that an agricultural college can get some definite knowledge as to how to feed pigs, as to how to make a balanced ration for milk cattle, as to what kind of rotation of crops will be best; and the agricultural college to-day has definite knowledge to give the professors of education in 300 normal schools and other places. There is a like number of them in the college and university departments of education.

All of the people who talk at the institutes talk merely of their general opinion about it, and some fad sweeps over of teaching this way or the other way—by the word method, or by writing, spelling, or something. What I want is that we shall begin a series of scientific experiments, carefully checked up, under conditions that will enable us to test and know what the results come from, just as you do in feeding pigs.

Senator GALLINGER. After all, is not spelling a gift?

Mr. CLAXTON. No. If it were, I could not spell at all.

Senator OVERMAN. The old blue-back speller was the best on earth.

Mr. CLAXTON. I agree with you, gentlemen. I agree with you.

Where did it come from? Some man who happened to be popular probably said in an institute: "You do not need to spell except the words that you write, and you do not need to know them until you come to them, and spelling can be taught incidentally." Can it? I think not; but if we could have in a dozen places, through a series of years, teachers investigating the subject who are well prepared for it, giving them the small amount of \$100 each so that we could insist that they should do the work in a certain definite way and check it up, in a few years we would be able to say to the teachers of the United States: "This is the way that gives the best results through a long series of tests, under varying conditions, in spelling." It would save a million dollars a year.

Senator GALLINGER. I want to modify my observation of a moment ago. I believe in teaching spelling as it was taught me. I did not have much education, but I was drilled in the matter of spelling by an old-fashioned school-teacher, an old Irishman. We had to spell; but after all, you know, there are some people you can not teach to spell any more than you could teach the theological student who asked Gough if he would not teach him gestures. Gough replied: "Why, you might just as well try to teach a dog to wag his tail as to teach you gestures."

Mr. CLAXTON. Let me apply that same principle. It may be only a personal opinion of mine, but it is the result of good, long observation and some trial. I believe we are wasting a year of the lives of 18,000,000 children in the United States, and annually wasting \$10,000,000 on false methods of teaching reading. I can only assert that as my personal opinion. Another man's opinion is as good as mine, but in five years you could find out under what conditions and by what methods children do learn to read most quickly, most surely, and with the greatest amount of economy. That is exactly what you maintain the experiment stations for—that you may feed cattle better, that the farmer may have more definite knowledge. If you had that you would begin a revolution in methods of teaching.

Senator GALLINGER. Is not that a fundamental trouble, Dr. Claxton, in these elementary studies in our schools as they are now administered, particularly in the New England States, where we have the trip-hammer method, by which a child has so many minutes to work out a certain sum, or to spell a certain number of words, or to write a certain number of sentences?

Mr. CLAXTON. I do not want to criticize the New England States, sir; but you are right.

Senator GALLINGER. Yes; I am right. I know I am.

Mr. CLAXTON. You are right, sir.

Senator GALLINGER. Absolutely.

Mr. CLAXTON. I should like to begin this in the very small way I have asked here, because I believe it means the saving of time and the saving of complaints and the saving of millions of dollars of money that we waste.

Senator OVERMAN. Is that all, Doctor?



## TRAVELING EXPENSES.

Mr. CLAXTON. There is one other item, sir. I have asked for an increase of our fund for traveling expenses. We have practically none.

## INVESTIGATION OF CITY SCHOOL ADMINISTRATION.

I have also asked for a fund for investigation of city school administration. The Bureau of Education is practically unable to do anything for the cities. There is the same demand there, though not quite so insistent and not quite so absolutely necessary as in the other, for help in the bureau, from 2,200 cities. Every superintendent wants to know what is the best method to use, and we are the only clearing house for information on the subject.

To illustrate, I had on one morning requests from three important cities in the United States that we would give them information and help in finding out about their own schools in the line of general knowledge of education; in other words, that some man should come from the bureau and cooperate with the committee whom they would select to investigate and to pass judgment on the work they were doing in their schools. This last year from your State, Senator Smoot, came a request. I sent the best man I had out there to cooperate with a committee in the investigation of the schools of Ogden. When a man goes to do work of that kind we ought to know that he is a good man. Bad advice is worse than none. I should like to have a good man there, whom the city school superintendents would trust, and whose judgment could be relied upon.

Senator SMOOT. Yes; we ought to be assured that it is good information. The State of Utah is spending 88.4 per cent of all the taxes collected in the State for education.

Mr. CLAXTON. The people of the United States spent this year more than three-quarters of a billion dollars for education. There is no other one public thing for which they spend so much. The value of that \$750,000,000 in results depends on the method in which it is used, not on the buildings that are put up, but on the knowledge of how to organize the schools and how to do the work in the schools. It is like every other problem of to-day. It is more than a local one; it is a national one and an international one. The Bureau of Education is the Government's clearing house for information, for well-matured opinion, for good, sound advice if it is able to give it, and then, when things are agreed on, for help in the campaign to give better opportunities for education to those who are to become citizens of the States of the Nation and make the destinies of the country. If you will give me that little assistance, gentlemen, we will make it worth while. I hope you may. I believe the House will agree to it.

(The subcommittee thereupon adjourned until to-morrow, Thursday, January 7, 1915, at 10.30 o'clock a. m.)



THURSDAY, JANUARY 7, 1915.

The subcommittee met at 10.30 o'clock a. m.

Present, Senators Overman (chairman), Bryan, Smoot, and Gallinger.

## DEPARTMENT OF COMMERCE—CENSUS OF AGRICULTURE.

STATEMENT OF HON. WILLIAM C. REDFIELD, SECRETARY OF COMMERCE, ACCOMPANIED BY MR. GEORGE JOHANNES, DISBURSING CLERK; MR. W. L. AUSTIN, CHIEF CLERK BUREAU OF THE CENSUS; MR. E. E. PRATT, CHIEF OF THE BUREAU OF FOREIGN AND DOMESTIC COMMERCE; MR. GEORGE UHLER, SUPERVISING INSPECTOR GENERAL STEAMBOAT-INSPECTION SERVICE; MR. EUGENE CHAMBERLAIN, COMMISSIONER OF NAVIGATION; AND MR. S. W. STRATTON, DIRECTOR BUREAU OF STANDARDS.

Senator OVERMAN. Mr. Secretary, we would be very glad to hear you now.

Secretary REDFIELD. Mr. Chairman, I want to make a brief oral statement on this very large matter of the census of agriculture, which was cut out in the House, and then leave papers with you for your consideration. The law authorizing the census of agriculture was introduced by the present Postmaster General.

Senator OVERMAN. Have you a copy of the amendments which are proposed?

Senator BRYAN. It was stricken out in the House.

Senator OVERMAN. I know that it was stricken out. I just want to have it before me.

Senator BRYAN. You have there what you want inserted?

Secretary REDFIELD. Yes; but this is much shorter. That law was originally drawn by the present Postmaster General, and when the matter came before us we prepared estimates for it in the routine way, because we found the law there. We prepared an estimate for it because the law was there. The Postmaster General appeared before the House committee and made his statement, the chairman of the subcommittee of the Committee on Appropriations of the House took the matter up with the President, and the President asked the Secretary of Agriculture and myself into conference and asked us our judgment about it. We told him, for reasons that will appear in the papers which I will file, that we regarded it as a very important matter, and he so advised the subcommittee of the Committee on Appropriations of the House, and the bill was reported by the House committee with this item in it. In the House it was stricken out. There was not time afforded for the letter from the Secretary of Agriculture to the chairman of the House subcommittee to form a portion of the discussion. The House, however, in the agricultural bill now pending has made some additional provisions which will enable the Department of Agriculture to make their estimates more accurately than they have heretofore been made. For lack of such a census as here proposed the errors in our agricultural reports have been at times very serious.

I have thought it best, in view of the action of the House, and of the facts which I have stated, simply to put the facts before you in writing, and therefore I have prepared a brief letter to the chairman of this committee, accompanied by a statement from the Director of the Census, a copy of a letter from the Director of the Census to the chairman of the House subcommittee, a copy of a letter from the Secretary of Agriculture to the chairman of the House subcommittee, a statement concerning the census, prepared by the Bureau of the Census, and a series of statements which you may or may not care to make a portion of the record, which will show the exact error which has existed heretofore, by States and by crops, arising from the lack of such a census. I may say, to put it in as simple language as I can, that this census provides the base line or the foundation from which all agricultural estimates are made up. At present, it is corrected once every 10 years. The purpose of this measure was to have it corrected once every five years; and inasmuch as it was corrected only once every 10 years, and was the base upon which all estimates were made by the Department of Agriculture, it followed that every year there was a constantly increasing error. That error got to be very large. For instance, on the corn crop of the United States at one time the net error was 12,000,000 acres, and at another time 10,000,000 acres. At another time it was 8,000,000 acres in wheat. These papers show this so clearly that I hardly need take your time except to say that I have prepared and will file with you figures showing this error, both in its details and its proportions, for the United States and for a number of different crops in the various States of the Union.

Senator SMOOT. For what period of time, Mr. Secretary?

Secretary REDFIELD. From 1899 to 1913. If I may take your own State, Mr. Chairman, as an example, I find that the acreage of corn in North Carolina in the year 1899 was found to be in error by a shortage of 262,000 acres, and in 1909 it was found to be in error by an excess of 438,000 acres.

If I may take your State, Senator Bryan, I find that in 1899 the acreage of corn was estimated short by 60,000 acres, and in 1909 it was estimated plus by 59,000 acres. These show the accumulated error in estimates based upon a census 10 years old.

I will take your State, Senator Smoot. I had not looked up these figures. I find that the wheat acreage of Utah was underestimated in 1899 by 8,700 acres, and was overestimated in 1909 by 56,000 acres; an error of 31 per cent.

In the same way, if I may take Senator Gallinger's State, the error there in 1909 on corn was 51 per cent. The acreage was estimated at 30,000 and it was 19,000 acres. On oats in 1899 there was an error of 17,000 acres. It was to correct those errors that this bill was introduced, but in view of the action of the House it has not seemed to me either courteous or wise to dwell on the matter other than to bring it before you with a much fuller statement of facts than was then available.

Senator SMOOT. If you recommend this appropriation, I think that those details ought to go into the record.

Secretary REDFIELD. We do formally recommend it.

Senator OVERMAN. Put those papers into the record, then.

Secretary REDFIELD. I would rather put it in this spirit. I do not want to leave you under the impression that I am coming here and making a fight for it in opposition to the action of the House, but this information was not available to the House committee, and I think that this committee ought to have it.

Senator OVERMAN. I understand that you recommend it, but do not want to make a fight for it?

Mr. REDFIELD. Yes; and we have very much shortened the paragraph by bringing it into five lines. In my letter I request that the following paragraph be inserted to take the place of the matter struck out on pages 119, 120, and 121:

Census of agriculture: For taking, compiling, and completing the census of agriculture, required by section 31 of the act approved July 2, 1909, providing for the Thirteenth and Subsequent Censuses, including personal services in the District of Columbia and in the field, \$2,286,100.

Senator OVERMAN. As to civil service, of course there ought to be civil service here in the department; but in the case of field agents, how are you ever going to get a list of the agents under the civil service in the field in the agricultural districts?

Mr. AUSTIN. Only the temporary clerks in the bureau are to be under civil service.

Senator OVERMAN. Oh, yes. I do not see how you could have a civil-service examination of those people all over the United States. It would cost more than it would come to.

Senator BRYAN. Is this agricultural census ordinarily taken at the same time that the census of the population is taken?

Secretary REDFIELD. Yes.

Senator BRYAN. And in addition to that, this would provide for a census of agriculture in the middle of that period.

Secretary REDFIELD. Yes.

Senator BRYAN. In the act of 1909 the provision was made "that there should be in the year 1915, and once every 10 years thereafter," an agricultural census.

Secretary REDFIELD. Yes.

Senator BRYAN. That is the section that the House has undertaken to have repealed, or has voted to repeal.

Senator OVERMAN. The committee reported it and the House voted it out.

Secretary REDFIELD. Yes.

Senator BRYAN. Now, will you please state briefly for my benefit—I suppose the other members know—how these errors are to be accounted for? Is it because there was an incorrect estimate by the Department of Agriculture at the time the census was taken, or a failure to appreciate what was happening in the meantime, or was there some error in the actual work?

Secretary REDFIELD. I think the first suggestion is the more proper.

Senator BRYAN. In other words, they estimated from correct statistics and reached an erroneous conclusion?

Secretary REDFIELD. Yes; it being an estimate purely, and not pretending to be anything more. It is only proper to say that I am told that the House has now provided a method, in the Agricultural bill, for more accurately estimating.

This, however, has a certain important significance which has not been alluded to hitherto. As you gentlemen well know, it is said to be the case that in the central part of our country, for instance, they are planting much larger areas of wheat because of the present conditions; yet the estimate of that for next year would have for its final base the estimate of last year, which would go back to the estimate for the previous year, and so on back from year to year to the census of 1910 for its foundation, and may be out by millions of acres for that reason.

Senator BRYAN. You will undertake to get at this year's crop by estimating a certain percentage of increase?

Secretary REDFIELD. Yes; that is the method.

Senator SMOOT. That is the only way they can do, unless they took the census direct.

Senator BRYAN. There is no investigation made. They simply estimate by what they conclude will be the natural growth?

Senator SMOOT. They base their estimate of increase or decrease upon the best information they can get from all sources in the United States.

Senator BRYAN. Is not that made up of, say, the growth in the 10 years preceding, and then estimating that there will be the same percentage of growth?

Senator SMOOT. Every year they have a report, and they will start out with the census of, we will say, 1900, and in 1901 they will have an estimate from every State as to whether or not there is an increase or a decrease, and they take the actual census for the year 1900 and add the increase or deduct the decrease. That is their basis for the year 1901. In 1902 they will do exactly the same thing; they will start then with the basis that they arrived at through the estimate of 1900, and of course wherever there is an error made it goes on and increases and increases and is carried through until the next actual census is made.

Senator BRYAN. Where there is an error made in what?

Senator SMOOT. In the estimate, and it can not be corrected until there is an actual census made; and then when it is made, all of the errors that have been made in the estimates for the whole period show immediately upon their face whether they were increases or whether they were decreases.

Senator BRYAN. Prior to 1909 you had only a decennial census?

Secretary REDFIELD. That is all we have now. This was intended as a substitute. This was the first one called for. This is the first census that is to be taken under that act.

Senator SMOOT. This is the first one.

Secretary REDFIELD. That is why we presented the estimate.

Senator SMOOT. And this law was passed because of the errors that had been formerly made, because they felt as though the business of the United States was of such magnitude that the mere spending of a million or two of dollars was nothing compared to having a knowledge of the actual conditions existing. That is all there is to it.

Secretary REDFIELD. The House has taken some measures in the Agricultural bill, I understand, to make these estimates more accurate, but I do not know what they are.

Senator OVERMAN. You have your estimate here. That estimate will go in the stenographer's report?

Secretary REDFIELD. Yes, sir.

Senator OVERMAN. And you want some different language?

Senator GALLINGER. I was not here during the first part of your statement, Mr. Secretary. Do I understand that this provision for an agricultural census contemplates simply the enumerating of the acreage of the principal crops in the various States?

Secretary REDFIELD. Yes, sir. And the number and value of farm animals. The census of 1910 was a very elaborate census. This will be much more simple.

(The papers referred to are here printed in the record in full as follows:)

DEPARTMENT OF COMMERCE.

OFFICE OF THE SECRETARY.

*Washington, January 6, 1915.*

MY DEAR SENATOR: In 1909, when the law was enacted authorizing the Thirteenth Decennial Census, a section (31) was included providing for a special census of agriculture in 1915. The matter was quite fully considered at that time and at different times since, with the unanimous opinion of all authorities that the provision was a good one, and that appropriation should be made by Congress this year in the general legislative, executive, and judicial appropriation bill. The estimates submitted to the House of Representatives were reported to the House by the Appropriation Committee, but on account of certain objections raised, they were omitted from the bill as sent to the Senate and now before you. This letter is to urge very strongly that the item calling for this appropriation be inserted in the bill by your committee before reporting it to the Senate.

Realizing that it would not be proper to urge the reinstatement of these estimates unless the objections presented in the House were considered carefully, I have had Mr. Harris, the Director of the Census, prepare a statement (with accompanying tables), which I present herewith for your consideration. I also send herewith his statement, under date of December 15, 1914, to the Hon. Joseph T. Johnson, chairman of Subcommittee on Appropriations.

The most important objection in the House seemed to be that the estimates now compiled annually by the Bureau of Crop Estimates, Department of Agriculture, were as accurate and complete as those secured by a census enumeration. I attach copy of a letter sent by Hon. David Franklin Houston, Secretary of Agriculture, to Hon. Joseph T. Johnson, Chairman of Subcommittee on Appropriations, which carefully analyzes that question and does not confirm the position taken, but rather shows the great chance for error in estimates and the need for the census. This letter reached Mr. Johnson too late to be of any assistance to the House.

The second objection presented was that the information would be of no value to the farmers of this country. The point was not carefully analyzed in discussion, but the opposite being the fact, the reasons are stated in Mr. Houston's letter and supplemented in the statement and tables attached.

It was further pointed out that because in the past the decennial census reports were slow of completion, no results would be made available for four or five years. The very opposite is contemplated. Data collected in October for the crop year 1915 would, according to the plan submitted, be available in June, 1916, as a basis of the estimates of the Department of Agriculture for that year.

A careful examination of a large number of newspapers available, commenting on the failure of the House to provide for this census, convinces me that there is no public hostility to the project. Rather, an examination of editorials in the agricultural press, such as the Country Gentleman for January 2, shows the feeling in its favor. Finally, while the war in Europe has resulted in need for great economies, the same struggle has resulted in great readjustments in agriculture—a revolution in our livestock, cotton, and grain production. On this account it is of the very greatest importance that provision be made for this census, as pointed out in the statements of Director Harris and in the letter of Secretary Houston, attached.

I respectfully request that the following paragraphs be included in the appropriation for the Bureau of the Census for the fiscal year 1916:



"(Census of agriculture: For taking, compiling, and completing the census of agriculture, required by section 31 of the act approved July 2, 1909, providing for the Thirteenth and subsequent censuses, including personal services in the District of Columbia and in the field, \$2,286,100."

Very truly, yours,

WILLIAM C. REDFIELD, *Secretary.*

Hon. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,*  
*United States Senate, Washington, D. C.*

Statement of William J. Harris, Director of the Bureau of the Census, supplementing the statement made by Hon. James Wilson, Secretary of the Department of Agriculture (see Thirteenth Census, hearings before the Committee on the Census of the House of Representatives, first session, Sixtieth Congress, 1908), and others who have discussed this subject:

Before the time of efficient railway and waterway systems and telegraph and telephone systems, it was difficult,—indeed, almost impossible—to secure and transmit information with reference to the acreage and production of the great commercial agricultural crops. It was similarly difficult to transport the crops. As a result, it was not uncommon for one country, or even one State or community in the same country, to have a great excess of some staple, and, therefore, a very low price, at the same time that another country, or a different State or community in the same country, suffered from great shortage and high price of these same crops. Such great uncertainty and suffering existed because of the great fluctuations in price of agricultural products, that it is now recognized that some of the greatest improvements in the commercial world during the last half century were in the field of adjusting supply with demand in the case of the great staple agricultural products the world over.

With the development of connected railway and waterway systems and telegraph and telephone systems, great business organizations known as exchanges (cotton, grain, tobacco, coffee, produce, etc.) were established not only in this country but throughout the world. These exchanges attempted to secure accurate information with reference to location and quantity of supply, and also with reference to location and quantity of demand. But naturally here are two absolutely conflicting forces—the seller of goods always desiring a high price, and, therefore, anxious to make the supply seem limited and the demand large; and on the other side the buyer, instinctively wanting a low price, and, therefore, trying to make the supply seem large and the demand small. Of course, this is the basis for all manipulation; and while it is true that without doubt the great mass of people, including those interested in exchanges, are essentially honest, there is constant chance for and not infrequent attempts at manipulation. This manipulation at times has resulted in sustained artificial price level or great fluctuations which have at times resulted in as great inconvenience to producers and consumers alike as the unfortunate conditions before the establishment of transportation systems, systems of communication, and exchanges.

The business and technical world of to-day acknowledges the absolute necessity for accurate, unbiased statistics as to both supply and demand, and since the development of international communication and transportation facilities, it is essential to have accurate information or statistics for all countries. This has resulted in the establishment of the International Institute of Agriculture at Rome, Italy. All of the great agricultural countries now have statistical bureaus charged with the responsibility of compiling statistics in the most accurate form possible; some countries are far ahead of others in this respect. The United States, being one of the great agricultural countries, necessarily has great influence on the international price level; and it is very essential that if the consumers and producers of the United States are to get fair treatment according to the natural supply and demand, accurate and complete statistical data must be available.

There are two definite and distinct types of statistics recognized in the United States by business men, public officials, and statisticians; one type is definitely designated as "estimates," and should be clearly differentiated from statistics compiled from known facts. Once in 10 years since 1840 the National Government has undertaken to compile statistics of agricultural crops and other products by compiling known facts secured directly from the farmers. But these 10-year enumerations seemed insufficient, and it was deemed wise to develop in the Department of Agriculture a bureau charged with the duty of making annual "estimates" based on the census enumeration of facts. It is recognized by all officers of the Department of Agriculture as well as by other statistical agencies, both in the National Government and out, that estimates may wander very far from the actual facts. In a field of such great importance as the production of the staple farm products the variations frequently became



so great that upon the initiative of the Department of Agriculture some six or seven years ago a law was passed providing for a five-year enumeration or census as a check or basis from which the Bureau of Crop Estimates of the Department of Agriculture might build.

At the present time as soon as a census enumeration has been completed and statistics compiled by assembling known facts, the Department of Agriculture adjusts its estimates to the statistical facts presented, and begins a new 10-year period.

In order that the relationship between the estimates of the Bureau of Crop Estimates of the Department of Agriculture may be compared directly with the enumeration or compiled statistics of the Bureau of the Census of the Department of Commerce, a series of tables has been prepared. Attached hereto you will find tables carrying all figures for the last 15 years in the case of corn, wheat, and oats, and cotton. The reason for presenting these crops is that they represent 60 per cent of the value of all farm crops in the United States. The first table gives data for corn, wheat, and oats for the United States as a whole; while the other table shows the situation for corn, wheat, and oats in each State, and for cotton in the Southern States. To illustrate, please note in the case of corn for the United States as a whole that whereas in 1899 the estimates of the Department of Agriculture were nearly 13,000,000 acres below the enumerated statistics compiled by the Census Bureau, 10 years later, in 1909, the estimates had gone over 10,000,000 acres too high, or above the enumeration as shown by the Census Bureau. In the former year the estimates were nearly 14 per cent too low, and 10 years later nearly as far above the correct figures. In the case of wheat the error in 1899 was nearly 8,000,000 acres, or 15 per cent, in one direction, and in 1909 nearly 2,500,000 acres in the other direction. In the case of oats the error in 1899 was more than 3,000,000 acres, or nearly 11 per cent, in one direction, and 10 years later almost 2,000,000 acres in the same direction.

The errors for the United States as a whole are naturally reduced to the absolute minimum, since the estimates for a county are made up of balanced estimates for the minor civil divisions of that county; the estimates for a State balance the many estimates for the counties; and the estimates for the Nation balance the many estimates for the States. Thus, all of the errors one way or the other should naturally be as well balanced as possible, with the estimates for the United States made up as they are of estimates for the 48 States, or the 3,000 counties, or the 45,000 minor civil divisions. The errors for the individual States necessarily are much more pronounced than those shown in the table for the United States. Not infrequently they are from 50 to 75 per cent below the reports as compiled by the Census Bureau, and on the other side not infrequently are from 100 per cent to 400 or 500 per cent in excess of the census figures.

It is admitted by all that eventually annual statistics as nearly as possible based upon exact enumerations will be essential. This, however, can not be accomplished without very great expense until the rural telephone system, the rural mail delivery system, and the county agricultural agency system are much more highly developed. It may be a matter of even 25 years before the perfection desired can be hoped for. In the meantime all interested agencies, including members of the American Statistical Association, the Bureau of Crop Estimates, of the Department of Agriculture, are of the opinion that it is of fundamental importance that the enumerations made by the Bureau of the Census be not more than five years apart, in order that estimates in the intermediate years may much more nearly conform to the true situation.

The purpose is not to take an elaborate census of agriculture, involving the character of tenure, the color of the farmer, the acreage, production, and value of minor crops, etc. The purpose is to secure accurate information with reference to the leading crops and types of live stock. Further, the desire is not merely for statistics; the desire is to have a true basis for the use of local, national, and international exchanges which deal extensively with the products of the farm. This in turn is in order that producers and consumers may know that the local, national, and international price levels are based upon accurate information as to supply and demand and not the result of manipulation.

In closing, it should be noted that with the breaking out of the conflict between the European nations it is all the more important that this special census should be taken in 1915. It is already a well-established fact that tens of thousands and very probably hundreds of thousands of farmers are already planting large additional areas of rain crops, because of the artificially high price levels. It is possible that a great reduction in acreage will result from the low price level of cotton. Estimating bureaus will be largely at a loss to measure the increases and decreases, and during the next two or three years the wildest fluctuations are more likely than for years past. This will result in great injury to all parties, the farmers on the one side, and the consumers, wherever they may live, on the other.

All of the estimates of the cost of taking the census have been made with these facts in mind, and the prospectus, as already worked out in detail by the Census Bureau, provides for a very quick and thorough enumeration, followed by a similarly quick tabulation, resulting in furnishing the information with reference to crop acreage for 1915 to the Department of Agriculture and to the Nation as a whole before the first acreage estimate for 1916.

DECEMBER 15, 1914.

MY DEAR MR. JOHNSON: In reply to your inquiry of yesterday I desire to submit the following information concerning certain work of my bureau:

(1) CENSUS OF AGRICULTURE.

There can be no question of the extreme desirability of taking a census of agriculture in 1915 and every five years thereafter. The Department of Agriculture bases all of its crop estimates upon the figures secured by actual enumeration by the Bureau of the Census. Without such an enumeration of the principal facts with regard to the farms of the country and their products the estimates made by the Department of Agriculture and by private individuals from year to year necessarily become increasingly wide of the mark. With a five-year enumeration these estimates, based on actual enumeration, will become more nearly representative of the actual conditions.

In the second place, the rapidity with which changes in agricultural conditions are taking place and the bearing of those changes upon the problem of the cost of living and other fundamental economic problems make it essential that an agricultural census should be taken more frequently than once in a decade. At this time it is especially important that such a census should be taken for the year 1915 because of great changes in crop acreage and crop production to be brought about as a result of the European war. It is important for this country to know as early as possible just what these changes will be, especially with reference to grain crops, crops for the export trade, and live stock of the country. This country is being drained of its horses and mules, as well as its food cattle, for war purposes abroad. It is more than probable that the United States will not only have to feed but also to clothe a large percentage of the stricken population of Europe during the next few years.

My estimate for the census of agriculture in 1915 calls for \$2,286,100. For the segregation of these items please see Exhibit 1, which gives a statement showing the cost of the 1910 census of agriculture, as compared with the estimate for 1915. In making up the estimates for 1915, compared with corresponding items for 1910, it was necessary in a few cases, which have been indicated on Exhibit 1, to make very careful estimates of the amount spent for agriculture in 1910. Some of the items, of course, include population expenditures, because in the rural sections of the country the same enumerator reported both population and agriculture. However, the estimated cost of the population end of the inquiry has been eliminated as far as possible.

In 1910 there were approximately 70,000 enumerators, of which 40,000 were in the rural districts. In 1910 they enumerated 6,361,502 farms, at an average cost of approximately 36 cents per farm. In the estimate submitted for the census of 1915 I have estimated that the total number of farms will be 6,750,000, and that I can enumerate these farms at an average cost of 28 cents per farm. The agricultural schedule used in 1910 contained more than 500 inquiries, while the schedule which I propose to use at this census will be very brief and will call for only the general items of acreage in farms, acreage of principal crops, and number and value of live stock.

The largest item of my estimates is for the employment of enumerators. You will note that I ask for \$1,900,000 to employ between 10,000 and 12,000 enumerators to report the statistics of the farms in the United States. The corresponding item in 1910 was \$2,306,000. The estimate for 1915 is a very close estimate and was figured with great care. Even with a much shorter schedule than the bureau used in 1910 there still remains the principal factor of any canvass, which is the travel from farm to farm. In fact, the distance at this census will be greater than it was in 1910, because there will be approximately 400,000 more farms for the enumerators to visit. While I will have to enumerate approximately 400,000 more farms than were enumerated in 1910, I propose to do the work for more than \$400,000 less than the actual enumeration cost in 1910.

You will also note the item of \$200,000 which I have estimated for temporary clerical assistance. The corresponding expense in 1910 was \$1,002,140. In 1910 the temporary clerical force was paid from \$600 to \$1,200 per annum; in my estimate I propose to use a less number of clerks and to pay them smaller salaries, i. e., from \$600 to \$900 per annum.

You will also note that I am asking for only \$54,000 for the employment of special agents for supervisory and other field work. In 1910 the corresponding item for supervisors and supervisors' assistants was \$1,080,000. This item for 1910 included the cost of the supervision of the population work. It is impossible to segregate it so as to show agriculture alone. I know, however, that my estimate is very much less than the proportion which should properly be charged to agriculture.

My estimate for travel, subsistence, office expenses, etc., is approximately one-third of what it was in 1910. My estimate for interpreters is one-third of what it was in 1910. You understand, of course, that it is necessary to have interpreters in sections of our country where we have a large number of foreign-born population. These immigrant farmers have not been in this country long enough to become thoroughly familiar with our language; hence, it is necessary to reach them in the languages of the country of their birth.

The general office expenses, as you will note, are considerably less, item by item, than the corresponding items for 1910. I wish to particularly call your attention to the item for machines, \$10,000. In 1910 the corresponding item was \$129,000.

I ask for only \$3,000 for the employment of one chief statistician, who will be an expert on agriculture and who will give his entire time and attention to the agricultural census.

Furthermore, I propose, if Congress gives me the appropriation, to make no extravagant expenditures, but to practice economy in every item possible. Rather than stretch the agricultural census over two or three years, it is my intention to complete the work within 12 months after it actually begins. I will supply the Department of Agriculture with its actual figures in time to make its crop estimates for the year of 1916. I will also complete all of the tabulations and print the final results in a few small, handy publications rather than in the large and ponderous volumes of the Thirteenth Census. It will be my endeavor to make this census of agriculture the very best census of its kind that has ever been made in the United States. I propose to do the work quickly, both in the field and in the office, and to have all the results published at a much earlier date than has ever been done before.

## (2) ECONOMIES.

In this connection I desire to call your attention to the fact that I have endeavored in every way to introduce economies in all of my expenditures. The appropriation for the fiscal year 1914 amounted to \$1,122,820; later \$2,500 was appropriated for tabulating machines, and \$50,000 was reappropriated out of the unexpended balance for the preceding year. This gave me a total appropriation of \$1,175,320. On July 1, 1914, I had to my credit an unexpended balance of \$39,794. While this item may appear small in comparison with the total appropriation, yet it is the result of small savings and represents only a beginning in the line of economy in the Census Bureau under my administration.

*Wealth, debt, and taxation.*—I am just now completing our decennial inquiry on wealth, debt, and taxation. Ten years ago the work on this inquiry started March 1, 1903, and it was not finally completed and results ready for distribution till May 7, 1907—more than four years from the beginning of the field work. I began my inquiry on March 21, 1914, and expect to complete the work and issue the final report within a year and a half after beginning the work. I have made a very considerable saving in the cost of my investigation compared with that of 10 years ago, which is due in part to the fact that some 15 or 20 per cent of the statistics collected at the present inquiry were obtained from published reports of the various governmental units and the work done here in the office at Washington, rather than by personal canvass in the field.

While I am unable to make any comparison of the cost of the two investigations because of the lack of any cost accounting 10 years ago, I am satisfied that my saving on the present investigation has been at least \$150,000.

*Census of manufactures.*—I desire to call your attention to the complete statement concerning the census of manufactures for 1914. This is marked "Exhibit 2." Kindly note the fact that, while the number of manufacturing establishments in the United States has increased during the last five years, I propose to secure the reports at less cost each than was paid in 1910; that is, the cost per schedule at this census will be considerably less than at the previous census.

The detailed statement concerning the census of manufactures also shows that there has been a considerable saving in a number of items. At this time we have saved at least \$1,000 by borrowing city directories from the Library of Congress and others instead of purchasing them outright, as was done in 1910. We will also save at least \$2,000 by securing quarters for our local offices in Government buildings, rather than

paying rent for quarters, as was done in a number of cases in 1910. Local agents will be employed at 20 per cent less salary than in 1910.

I propose to make this the best census of manufactures that has ever been taken in the United States. With that end in view we have consulted manufacturers' associations, chambers of commerce, boards of trade, etc., in all sections of the country and have secured the cooperation of practically all of these bodies.

Any other information desired by you or by any member of the committee will be gladly furnished by me.

Very respectfully, yours,

WM. J. HARRIS,  
*Director.*

Hon. JOSEPH T. JOHNSON,  
*House of Representatives, Washington, D. C.*

#### EXHIBIT 1.

*Statement showing the estimated cost of the 1915 census of agriculture as compared with the estimated cost of the 1910 census of agriculture.*

	1915	1910
1 chief statistician (2 years in 1910).....	\$3,000	\$6,000
Clerks at \$600 to \$900 per annum for from 1 month to 12 months (paid \$600 to \$1,200 in 1910).....	200,000	1,002,140
10,000 to 12,000 enumerators (approximately 40,000 enumerators engaged on agriculture in 1910).....	1,900,000	2,306,000
Expert special agents for office work.....		15,000
Special agents for supervisory and other field work (includes supervision and clerical assistance for population in 1910).....	54,000	1,040,000
Travel, subsistence, office expenses, etc., of clerks and special agents (includes expense for population in 1910).....	35,000	99,204
Interpreters (includes population in 1910).....	12,500	37,349
Printing.....		95,452
General office expenses: Purchase, rental, repair, and exchange of adding and calculating machines and typewriters.....	10,000	129,000
Furniture.....	5,500	12,000
Folios for schedules.....	2,000	8,000
Telegraph and telephone service (includes population in 1910).....	6,000	21,476
Schedules, result slips, circulars, and other forms.....	20,000	40,000
Paper and stationery.....	10,000	20,000
Shipping cost, including boxes, paper, twine, etc.....	5,100	8,000
Forms and miscellaneous supplies for enumerators and special agents.....	3,000	7,000
Enumerators' badges.....		1,500
Miscellaneous expenses (rent of offices, janitor service, light, etc.).....	20,000	35,000
Total.....	2,286,100	4,943,121

NOTE.—In 1910, 6,361,502 farms were enumerated at a cost of approximately 36 cents each; in 1915 it is estimated that 6,750,000 farms will be enumerated at an average cost of 28 cents.

#### EXHIBIT 2.

DECEMBER 14, 1914.

The census of manufactures of 1909 was taken in connection with the census of mines and quarries, and it is impossible to make an exact separation of the statistics for the two branches of work. We, however, have prepared a careful estimate, and it appears that the total cost of the work approximated \$1,476,736, of which \$676,736 was expended for field work and \$800,000 for office work. The work extended over a period of three and one-half years.

The expenses of the office work for the census of manufactures of 1914 will, of course, be met by the regular annual appropriation for the salaries of persons holding statutory positions. There will be no temporary office force employed. The work, therefore, differs very materially from the work for the census of 1909, when a large temporary force was employed for a considerable time. We also hope to virtually complete the field work of the census during the present fiscal year, but it is impossible to state in advance whether we will be able to secure returns from all of the manufacturing establishments by June 30, 1915. Therefore, I have estimated that an additional sum of \$190,300 be appropriated for this work for the fiscal year ending June 30, 1916. This is necessary because if the work is not finished by June 30, 1915, and there is no provision made for continuing the canvass, all of the work done prior to June 30, 1915, would be of no use whatever, as it would not enable us to publish the totals for the manufactures in the United States.

There has been appropriated and set aside for the census of manufactures of 1914, \$470,000, to be expended for field work during the fiscal year. It has also been esti-



ated that the office work during the year ending June 30, 1915, on this branch of the census would amount to approximately \$380,000, making a total expenditure for the present fiscal year of \$850,000.

The Director of the Census has endeavored in every way possible to effect economies in the conduct of his bureau, especially in the field work incident to the collection of statistics. In taking a census of manufactures, however, there are unavoidable delays incident to the impossibility of some manufacturers preparing their reports promptly. A large proportion of the manufacturing establishments of the country do not keep accurate books, and many of them keep no account of the year's operations from which they can prepare census reports. It is necessary, therefore, for the agents to visit many establishments a number of times and to make repeated requests for the statistics; also for the agents to devote considerable time in the compilation of the statistics that the manufacturers have not prepared in advance of their visit. The director has endeavored in every way to overcome this condition; he has conferred with a large number of manufacturing organizations, chambers of commerce, boards of trade, and other organizations throughout the country. He has had these associations pass resolutions recommending that their membership cooperate with the Bureau of the Census and that they make returns promptly to the bureau, so as to avoid the expense of sending a special agent to collect the returns. He has also mailed the blank schedules to all of the manufacturers with a request that they be prepared and returned to the bureau promptly by mail. In appointing the field force of agents, it has been his policy to appoint special agents, who will be employed in collecting the statistics at lower salaries than were paid for the census of 1909. He hopes in these various ways to effect economies that will result in a material saving, but in view of the experience of the bureau at past censuses, he does not feel warranted in materially decreasing the estimate which he has submitted. He has found that at prior censuses considerable amounts were paid for the rent of offices in the different cities. He has arranged to save this by securing office accommodations in the Federal buildings. He also found that it had been necessary to purchase directories, to be used in compiling the lists of the names and addresses of manufacturers, although the directories for all the cities were on file in the Congressional Library. After considerable correspondence, he was able to effect a cooperative arrangement with the librarian, so as to borrow the directories from the Congressional Library for the temporary use of the Bureau of the Census. In these two items alone he has effected a saving of between \$3,000 and \$4,000. It is his purpose to continue to effect economies of this character.

The appropriation for the present fiscal year provides for the census of manufactures, and the additional amount is what it is estimated should be appropriated in order to insure its completion. It would be detrimental if this sum of \$190,300 were not appropriated and the Bureau of the Census were therefore unable to make any use of the statistics which they had already collected at a cost of about \$500,000.

It is the purpose of the Director of the Census to virtually complete the field work on the census of manufactures during this fiscal year, but it is absolutely necessary for him to make provisions for any contingency, and therefore the estimate of \$190,300 is made to complete the field work on this census during the fiscal year ending June 30, 1916. There will, of course, be considerable office work to be done in compiling the statistics of manufactures after June 30, 1915, but the director is quite confident that he can do this work with the regular employees of the bureau, and therefore does not make any increase in his estimate over the regular annual appropriation that is made for the office work of the bureau. As far as can now be estimated, the total cost of the census of manufactures of 1914 will approximate \$1,340,300, as compared with 1,476,736 for the same piece of work at the census of 1909.

The director thus estimates that he will be able to take the census of manufactures for \$136,436 less than it cost in 1910, although there has undoubtedly been a considerable increase in the number of establishments to be enumerated, and the statistics in many respects are much more in detail than they were at former censuses.

DECEMBER 15, 1914.

DEAR MR. JOHNSON: The taking of an agricultural census every five years, instead of only once every ten years, is a subject of so much importance to the Department of Agriculture and to the public interests which this department represents, that I take the liberty of submitting below a statement of some of the reasons why such a census is necessary and why the additional expense involved will be fully justified.

Accurate and timely estimates of crop and live-stock production are of vital interest to farmers, transportation companies, dealers, merchants, manufacturers, distributors, and consumers. Such estimates enable farmers to market their crops intelligently, transportation companies to estimate the number of cars required to move the crops,

and other business men to avoid economic waste and loss in the conduct of their enterprises. Both producers and consumers are benefited by the economic and commercial adjustments which are based on estimates of agricultural production. Government crop reports also benefit farmers, marketing and distributing agencies, and consumers, by preventing the dissemination of false or misleading reports by speculators or others interested in manipulating prices.

To supply this public need the Department of Agriculture has for many years issued monthly crop and live-stock estimates, forecasting prospective yields during the growing season and estimating total yields after harvest, through its Bureau of Crop Estimates (formerly Bureau of Statistics), at an annual expense of less than \$300,000. These estimates are prepared by a salaried force of less than 50 field agents and a volunteer field force of approximately 145,000 crop reporters. The reports cover 48 States, over 6,000,000 farms, more than 300,000,000 acres under cultivation, and crop and live-stock production in excess of \$8,000,000,000 per annum. Quantitative estimates are made of the cereals (corn, wheat, oats, barley, rye, rice, and buckwheat), which represent 61 per cent of the total cultivated area and 32 per cent of the total value of crop production; domestic animals on farms (horses, mules, milch cows, cattle other than milch cows, sheep, and swine), the value of these sold and slaughtered each year amounting to 22 per cent of the total annual value of agricultural production; hay and forage, representing 23 per cent of the total cultivated area and 10 per cent of the total value; cotton and cotton seed, representing 10 per cent of the total cultivated area and 10 per cent of the total value; white potatoes and sweet potatoes, representing over 4,000,000 acres and more than \$200,000,000 in value; forest products, valued at nearly \$200,000,000; tobacco, more than 1,000,000 acres and more than \$100,000,000 in value; and sugar crops, more than 1,250,000 acres and more than \$60,000,000 in value. These crops, including live stock, represent 98 per cent of the total cultivated area and nearly 98 per cent of the total value of annual farm production. The foregoing figures are based on the last census.

In addition to the principal crops mentioned, the Department of Agriculture estimates the monthly condition of about 30 minor crops which are more highly specialized and of great importance in limited areas, but the total production of which is small in comparison with the large staple crops.

The crop estimates of the Department of Agriculture are issued and published on dates and at hours fixed in advance, and are given wide publicity through the press associations and are telegraphed immediately to the Weather Bureau station directors in the various States, by whom they are printed and issued the same day to all the local newspapers in their States, so that the estimates are published simultaneously throughout the United States within a few hours after they are made up at the Washington office. The expense involved in this method of publicity is only nominal.

The value of these crop estimates depends, of course, primarily upon their accuracy, and, secondly, upon the fact that they are issued from a competent, disinterested source. It has been repeatedly demonstrated beyond all question that the average yield per acre of any crop in any area can be estimated with a high degree of accuracy, but the average yield per acre is only one factor in the estimating of total yield. The other factor is harvested acreage.

The only strictly accurate estimates or statistics of acreage in the past have been those of the census. It is clearly impracticable to take an annual census of acreage because of the enormous expense and delay involved. It is even more impracticable to induce all the farmers of the United States to report to the department their planted or harvested acreage. It was clearly demonstrated last year that it is entirely impracticable to secure estimates of farm acreages through the rural free-delivery carriers (reports from less than 40 per cent of the farms were secured by this method in the experimental test made by the Department of Agriculture in cooperation with the Post Office Department). The only fairly satisfactory method of estimating acreages short of a census enumeration so far devised is that followed by the Department of Agriculture for many years, namely, estimating the acreage planted and harvested of each crop in every township and county in the United States as a percentage of the preceding year and adjusting these estimates to the census figures as they become available. In other words, as soon as the acreage figures of the census are available they are accepted by the Department of Agriculture as a basis for estimating the acreage the following year. The first year after the census all agents and crop reporters of the department are requested to estimate the acreage planted to each crop as a percentage of the census figures for the preceding year. The second year following the census the crop reporters base their estimates on the estimates of the preceding year, and so on until the figures for the next census are available.

This method would be satisfactory if the estimates received by the department from all sources were without bias or if the errors involved were "compensating"



errors, i. e., offset one another in the average; but the facts are that errors are not altogether compensating and there is a bias or a fairly uniform tendency to either overestimate or to underestimate on the part of large classes of crop reporters. The system of basing each year's estimates of acreage on those of the preceding year, where there is a bias, inevitably involves a cumulative error, i. e., an error which is magnified with each succeeding year and which frequently results in wide discrepancies between the crop and live-stock estimates of the Department of Agriculture and the figures of the census every 10 years. For example: Suppose the census reports the acreage of a given crop in a particular State as 1,000,000 acres. Suppose, in an extreme case, there is a bias or tendency on the part of farmer crop reporters to underestimate the acreage 10 per cent each year. The first year after the census the estimated acreage would be 90 per cent of the acreage reported by the census, or 900,000 acres; the second year the estimate would be 90 per cent of the preceding year's estimate, or 810,000 acres; the third year the estimate would be 729,000 acres, and so on until the tenth year, when the estimated acreage would have dwindled to less than 350,000 acres. If during this 10-year period between the censuses the acreage in fact remained unchanged and the census should again report an acreage of 1,000,000, there would be a manifest discrepancy due to the cumulative error of 65 per cent in the estimates of the crop reporters of the Department of Agriculture. If the census were taken at the end of the fifth year, the cumulative error would be only 41 per cent, or less than two-thirds of the error in the 10-year period. This hypothetical case is given simply to illustrate the principle of the cumulative error which is involved in any system of basing estimates for one year on those of a preceding year and continuing this process for a series of years. That such cumulative errors exist may be readily shown by comparing estimates of the Department of Agriculture with the returns of the census, and for this purpose a few cases are supplied, as follows:

[000 omitted.]

	Census, 1899.	Agricul- tural Depart- ment estimate, 1909.	Census, 1909.	Cumulative error.	
	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Acres.</i>	<i>Per cent.</i>
Louisiana:					
Corn.....	1,344	2,226	1,591	635	40.0
North Dakota:					
Oats.....	781	1,550	2,147	597	27.8
Barley.....	287	987	1,216	229	18.8
Georgia:					
Wheat.....	319	205	93	112	120.4
Ohio:					
Wheat.....	3,209	1,480	1,828	348	19.0
Potatoes.....	168	182	213	31	14.6
Tennessee:					
Wheat.....	1,426	800	620	180	29.0
Oats.....	235	200	342	142	41.5
Tobacco.....	72	73	90	17	18.9
Alabama:					
Corn.....	2,743	3,233	2,573	660	25.7
Wheat.....	124	98	14	84	600.0
Missouri:					
Corn.....	7,424	8,100	7,114	986	13.9
Oats.....	916	690	1,073	393	35.7
Minnesota:					
Corn.....	1,442	1,690	2,004	314	15.7
Wheat.....	6,561	5,600	3,208	2,392	74.6
Oats.....	2,201	2,736	2,977	241	8.1
Arkansas:					
Corn.....	2,318	2,800	2,277	523	23.0
Wheat.....	379	151	60	91	151.7
Texas:					
Corn.....	5,018	8,150	5,130	3,020	58.9
Wheat.....	1,028	555	326	229	70.3
Oats.....	847	615	440	175	39.8
Rice.....	9	291	238	53	22.3
Montana:					
Wheat.....	92	350	258	92	35.7
Barley.....	23	50	27	23	85.2
Wyoming:					
Wheat.....	19	80	42	38	90.5
Oats.....	26	100	124	24	19.2

These illustrations could be multiplied indefinitely. Precisely the same difficulty is experienced in estimating live stock. Cumulative errors are not involved in estimating crop conditions during the growing season or in estimating average yields per acre after harvest, because these estimates are made independently and are not affected in any degree by errors in previous estimates.

The difficulties encountered by the Department of Agriculture in estimating acreages and live stock can not be overcome by any change in organization, personnel, or method without greatly increasing the annual cost of the work. The Bureau of Crop Estimates (formerly Bureau of Statistics) has undergone a complete reorganization within the past year. Its field force has been greatly strengthened and its methods perfected, but none of these improvements, or all of them combined, will suffice to eliminate the cumulative errors in the system followed in estimating acreages and live stock.

In view of the enormous interests involved, especially of the more than 10,200,000 farmers and agricultural workers, and the immense importance to producers and consumers, merchants, manufacturers, and distributing agencies of securing a greater degree of accuracy in the crop and live-stock estimates, I would most earnestly recommend to your subcommittee the advisability of making suitable provision for the taking of an agricultural census every fifth year instead of every tenth year.

The necessity for taking an agricultural census in 1915 is especially urgent because of the fact that unprecedented changes in the acreages sown to different crops will probably take place during the coming season because of the abnormal marketing conditions resulting from the war in Europe. It is already apparent that the largest acreage of winter wheat in the history of this country has been sown. If the war continues the acreage sown to spring wheat next season will probably be larger than for many years. The acreage already sown to winter oats and cover crops in the South is believed to be larger than ever before. So far as can be foreseen at this time the acreage to be planted to cotton next spring will be greatly reduced. Without a census of farm acreages in 1915 it will be practically impossible for this department to estimate accurately the enormous changes in acreages which have already taken place or which are likely to take place during the next six months. Any error in the acreage estimates for 1915 caused by the abnormal conditions resulting from the European war will be carried over and magnified each succeeding year until 1920 unless an agricultural census is taken next year, so that this department may have a new and accurate basis for its 1916 and succeeding estimates.

In order that your subcommittee may have before it in convenient form statistics of crop and live-stock production as reported by the last census, I inclose for your information a few copies of our Field Agents' Handbook of Agricultural Statistics. The handbook will indicate what are the "principal crops" referred to in the law authorizing the taking of a quinquennial agricultural census.

Very truly, yours,

DAVID F. HOUSTON, *Secretary*

Hon. JOSEPH T. JOHNSON,  
*House of Representatives.*

#### COMPARISON.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce.*

#### UNITED STATES.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference	
				Amount (acreage).	Per cent
Corn.....	1899	82,100,587	94,913,673	-12,805,086	-15.5
	1900	83,320,872			
	1901	91,349,928			
	1902	94,043,613			
	1903	88,091,993			
	1904	92,231,581			
	1905	94,011,369			
	1906	96,737,581			
	1907	99,931,000			
	1908	101,748,000			
	1909	108,771,000	98,352,665	+10,348,335	+10.6

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce* Continued

## UNITED STATES—Continued.

Crop.	Year	Estimates, Department of Agriculture (acres)	Enumeration, Census Bureau (acres)	Difference.	
				Amount (acres)	Per cent.
Corn	1910	104,035,000			
	1911	105,825,000			
	1912	107,083,000			
	1913	105,820,000			
Wheat	1909	44,592,516	52,588,574	- 7,996,058	- 18.2
	1900	42,495,385			
	1901	49,895,514			
	1902	45,202,424			
	1903	49,464,967			
	1904	44,074,875			
	1905	47,854,079			
	1906	47,305,829			
	1907	45,211,000			
	1908	47,557,000			
	1909	46,723,000	44,262,592	+ 2,460,408	+ 5.6
	1910	45,681,000			
	1911	49,543,000			
	1912	45,814,000			
	1913	50,184,000			
	1909	20,341,380	20,539,696	- 1,998,316	- 10.6
Oats	1900	27,364,795			
	1901	28,641,470			
	1902	28,653,144			
	1903	27,638,126			
	1904	27,842,989			
	1905	28,046,740			
	1906	30,958,768			
	1907	31,837,000			
	1908	32,344,000			
	1909	33,204,000	35,159,441	- 1,955,441	- 5.6
	1910	37,548,000			
	1911	37,763,000			
	1912	37,917,000			
	1913	38,399,000			

## ALABAMA.

Corn	1909	2,751,260	2,743,360	+ 7,900	+ 0.3
	1900	2,988,722			
	1901	2,559,923			
	1902	2,784,717			
	1903	2,520,011			
	1904	2,791,911			
	1905	2,903,483			
	1906	2,990,587			
	1907	2,961,000			
	1908	3,060,000			
	1909	3,733,000	2,572,968	+ 1,160,032	+ 25.7
	1910	2,850,000			
	1911	3,000,000			
	1912	3,150,000			
	1913	3,200,000			
Wheat	1909	56,735	123,897	- 67,162	- 54.2
	1900	65,458			
	1901	132,788			
	1902	105,496			
	1903	112,133			
	1904	102,926			
	1905	108,446			
	1906	95,639			
	1907	90,000			
	1908	95,000			
	1909	99,000	12,065	+ 84,935	+ 617.2
	1910	28,000			
	1911	30,000			
	1912	30,000			
	1913	32,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

ALABAMA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats.....	1899	301,207	216,873	+ 84,334	+ 32.9
	1900	304,219			
	1901	219,440			
	1902	212,857			
	1903	214,986			
	1904	197,787			
	1905	191,853			
	1906	184,179			
	1907	220,000			
	1908	235,000			
	1909	270,000	257,276	+ 12,724	+ 4.9
	1910	283,000			
	1911	283,000			
	1912	260,000			
	1913	325,000			

ARIZONA.

Corn.....	1899		11,654		
	1900				
	1901	9,871			
	1902	7,502			
	1903	8,702			
	1904	6,091			
	1905	7,614			
	1906	7,462			
	1907	8,000			
	1908	13,000			
	1909	13,000	15,605	-2,605	-16.2
	1910	15,000			
	1911	15,000			
	1912	16,000			
	1913	17,000			
Wheat.....	1899	22,362	24,377	-2,015	-8.5
	1900	25,045			
	1901	26,047			
	1902	18,754			
	1903	19,129			
	1904	13,964			
	1905	14,802			
	1906	15,542			
	1907	15,000			
	1908	15,000			
	1909	16,000	20,028	-4,028	-25.1
	1910	27,000			
	1911	27,000			
	1912	23,000			
	1913	29,000			
Oats.....	1899		1,641		
	1900				
	1901	1,780			
	1902	1,798			
	1903	1,816			
	1904	999			
	1905	879			
	1906	914			
	1907	4,000			
	1908	4,000			
	1909	4,000	5,867	-1,867	-46.2
	1910	5,000			
	1911	6,000			
	1912	6,000			
	1913	7,000			

1 Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

ARKANSAS.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn.....	1899	2,404,357	2,317,742	+86,615	+3.7
	1900	2,380,313			
	1901	2,308,904			
	1902	2,378,171			
	1903	2,306,826			
	1904	2,237,621			
	1905	2,215,245			
	1906	2,237,397			
	1907	2,525,000			
	1908	2,675,000			
	1909	2,800,000	2,277,116	+522,884	+23.0
	1910	2,390,000			
	1911	2,390,000			
	1912	2,475,000			
Wheat.....	1913	2,475,000			
	1899	227,135	379,453	-152,318	-40.1
	1900	266,279			
	1901	355,325			
	1902	246,801			
	1903	274,654			
	1904	217,674			
	1905	198,077			
	1906	177,338			
	1907	154,000			
	1908	162,000			
	1909	151,000	60,426	+90,574	+149.9
	1910	87,000			
	1911	96,000			
	1912	94,000			
Oats.....	1913	101,000			
	1899	313,918	280,115	+33,803	+12.1
	1900	317,057			
	1901	254,970			
	1902	252,420			
	1903	227,178			
	1904	211,276			
	1905	192,261			
	1906	184,571			
	1907	175,000			
	1908	173,000			
	1909	164,000	197,449	-33,449	-16.9
	1910	207,000			
	1911	205,000			
	1912	175,000			
	1913	240,000			

CALIFORNIA.

Corn.....	1899	56,925	53,930	+ 2,995	+ 5.6
	1900	54,079			
	1901	59,703			
	1902	60,300			
	1903	57,888			
	1904	54,415			
	1905	56,592			
	1906	57,158			
	1907	54,000			
	1908	50,000			
	1909	50,000	51,935	- 1,935	- 3.7
	1910	50,000			
	1911	51,000			
	1912	52,000			
	1913	55,000			
Wheat.....	1899	2,393,185	2,683,405	-290,220	-10.8
	1900	2,771,226			
	1901	2,672,547			

1 Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## CALIFORNIA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1902	2,052,679			
	1903	1,868,410			
	1904	1,618,043			
	1905	1,886,238			
	1906	1,572,144			
	1907	1,368,000			
	1908	800,000			
	1909	825,000	478,217	+346,783	+72.5
	<sup>1</sup> 1910	550,000			
	<sup>1</sup> 1911	480,000			
	<sup>1</sup> 1912	370,000			
	<sup>1</sup> 1913	300,000			
Oats .....	1899	59,477	153,734	- 94,257	-61.3
	1900	60,072			
	1901	160,768			
	1902	168,806			
	1903	165,430			
	1904	167,084			
	1905	168,755			
	1906	163,692			
	1907	136,000			
	1908	200,000			
	1909	200,000	192,158	+ 7,842	+ 4.1
	<sup>1</sup> 1910	200,000			
	<sup>1</sup> 1911	210,000			
	<sup>1</sup> 1912	200,000			
	<sup>1</sup> 1913	210,000			

## COLORADO.

Corn .....	1899	171,264	85,256	+ 86,008	+100.9
	1900	167,839			
	1901	107,127			
	1902	115,697			
	1903	112,226			
	1904	117,837			
	1905	116,659			
	1906	113,159			
	1907	111,000			
	1908	128,000			
	1909	135,000	326,559	-191,559	-58.7
	<sup>1</sup> 1910	346,000			
	<sup>1</sup> 1911	373,000			
	<sup>1</sup> 1912	420,000			
Wheat .....	<sup>1</sup> 1913	420,000			
	1899	309,611	294,949	+ 14,662	+ 5.0
	1900	318,899			
	1901	312,521			
	1902	293,770			
	1903	279,082			
	1904	259,546			
	1905	254,355			
	1906	254,355			
	1907	293,000			
	1908	293,000			
	1909	365,000	340,729	+ 24,271	+ 7.1
	<sup>1</sup> 1910	403,000			
	<sup>1</sup> 1911	438,000			
	<sup>1</sup> 1912	453,000			
Oats .....	<sup>1</sup> 1913	460,000			
	1899	90,698	120,952	- 30,254	-33.6
	1900	99,768			
	1901	135,224			
	1902	136,576			
	1903	137,942			
	1904	136,563			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.



*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## COLORADO—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats.....	1905	137,929			
	1906	147,584			
	1907	155,000			
	1908	178,000			
	1909	196,000	275,948	- 79,948	-29.0
	1910	284,000			
	1911	290,000			
	1912	290,000			
	1913	305,000			

## CONNECTICUT.

Corn.....	1899	46,149	47,914	-1,765	- 3.6
	1900	46,610			
	1901	49,004			
	1902	52,434			
	1903	55,056			
	1904	54,505			
	1905	55,595			
	1906	55,595			
	1907	56,000			
	1908	58,000			
	1909	60,000	52,717	+7,283	+13.8
	1910	57,000			
	1911	59,000			
	1912	60,000			
	1913	61,000			
Wheat.....	1899	300	393	- 93	-23.6
	1900	330			
	1901				
	1902				
	1903				
	1904				
	1905				
	1906				
	1907				
	1908				
	1909		616		
	1910				
	1911				
	1912				
	1913				
Oats.....	1899	15,752	9,883	+8,869	+89.7
	1900	18,677			
	1901	10,284			
	1902	10,181			
	1903	10,283			
	1904	19,077			
	1905	10,077			
	1906	9,976			
	1907	10,000			
	1908	11,000			
	1909	11,000	10,207	+ 793	+ 7.7
	1910	11,000			
	1911	11,000			
	1912	11,000			
	1913	11,000			

## DELAWARE.

Corn.....	1899	206,696	192,025	+14,671	+ 7.6
	1900	206,763			
	1901	185,281			

! Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

DELAWARE—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn .....	1902	187,134	.....	.....	.....
	1903	185,263	.....	.....	.....
	1904	187,116	.....	.....	.....
	1905	196,472	.....	.....	.....
	1906	196,472	.....	.....	.....
	1907	193,000	.....	.....	.....
	1908	195,000	.....	.....	.....
	1909	200,000	188,755	+11,245	+ 5.9
	<sup>1</sup> 1910	193,000	.....	.....	.....
	<sup>1</sup> 1911	195,000	.....	.....	.....
	<sup>1</sup> 1912	195,000	.....	.....	.....
	<sup>1</sup> 1913	197,000	.....	.....	.....
Wheat.....	1899	72,856	118,740	-45,884	- 38.6
	1900	72,864	.....	.....	.....
	1901	113,329	.....	.....	.....
	1902	108,660	.....	.....	.....
	1903	114,489	.....	.....	.....
	1904	112,537	.....	.....	.....
	1905	121,001	.....	.....	.....
	1906	121,745	.....	.....	.....
	1907	120,000	.....	.....	.....
	1908	115,000	.....	.....	.....
	1909	118,000	111,215	+ 6,785	+ 6.1
	<sup>1</sup> 1910	116,000	.....	.....	.....
	<sup>1</sup> 1911	113,000	.....	.....	.....
	<sup>1</sup> 1912	111,000	.....	.....	.....
Oats.....	<sup>1</sup> 1913	113,000	.....	.....	.....
	1899	16,004	5,247	+10,757	+205.0
	1900	15,844	.....	.....	.....
	1901	5,461	.....	.....	.....
	1902	5,024	.....	.....	.....
	1903	4,823	.....	.....	.....
	1904	4,341	.....	.....	.....
	1905	4,124	.....	.....	.....
	1906	3,918	.....	.....	.....
	1907	4,000	.....	.....	.....
	1908	4,000	.....	.....	.....
	1909	4,000	4,226	- 226	- 5.3
	<sup>1</sup> 1910	4,000	.....	.....	.....
	<sup>1</sup> 1911	4,000	.....	.....	.....
	<sup>1</sup> 1912	4,000	.....	.....	.....
	<sup>1</sup> 1913	4,000	.....	.....	.....

FLORIDA.

Corn.....	1899	509,337	509,567	-230	-10.6
	1900	519,524	.....	.....	.....
	1901	579,231	.....	.....	.....
	1902	602,400	.....	.....	.....
	1903	614,448	.....	.....	.....
	1904	620,592	.....	.....	.....
	1905	645,416	.....	.....	.....
	1906	625,000	.....	.....	.....
	1907	621,000	.....	.....	.....
	1908	627,000	.....	.....	.....
	1909	665,000	606,771	+58,229	+ 9.7
	<sup>1</sup> 1910	630,000	.....	.....	.....
	<sup>1</sup> 1911	636,000	.....	.....	.....
	<sup>1</sup> 1912	655,000	.....	.....	.....
Wheat.....	<sup>1</sup> 1913	675,000	.....	.....	.....
	1899	.....	.....	.....	.....
	1900	.....	.....	.....	.....
	1901	.....	.....	.....	.....
	1902	.....	.....	.....	.....
	1903	.....	.....	.....	.....
	1904	.....	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## FLORIDA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1905	.....	.....	.....	.....
	1906	.....	.....	.....	.....
	1907	.....	.....	.....	.....
	1908	.....	.....	.....	.....
	1909	.....	.....	.....	.....
	<sup>1</sup> 1910	.....	.....	.....	.....
	<sup>1</sup> 1911	.....	.....	.....	.....
	<sup>1</sup> 1912	.....	.....	.....	.....
	<sup>1</sup> 1913	.....	.....	.....	.....
Oats .....	1899	35,606	31,467	+ 4,139	+13.2
	1900	33,470	.....	.....	.....
	1901	31,633	.....	.....	.....
	1902	31,949	.....	.....	.....
	1903	33,227	.....	.....	.....
	1904	32,562	.....	.....	.....
	1905	29,957	.....	.....	.....
	1906	28,160	.....	.....	.....
	1907	30,000	.....	.....	.....
	1908	30,000	.....	.....	.....
	1909	31,000	43,206	-12,206	-28.2
	<sup>1</sup> 1910	42,000	.....	.....	.....
	<sup>1</sup> 1911	43,000	.....	.....	.....
	<sup>1</sup> 1912	43,000	.....	.....	.....
	<sup>1</sup> 1913	50,000	.....	.....	.....

## GEORGIA.

Corn .....	1899	3,249,479	3,477,684	- 228,205	- 6.6
	1900	3,411,953	.....	.....	.....
	1901	3,735,758	.....	.....	.....
	1902	3,899,331	.....	.....	.....
	1903	3,938,324	.....	.....	.....
	1904	3,977,707	.....	.....	.....
	1905	4,295,924	.....	.....	.....
	1906	4,338,883	.....	.....	.....
	1907	4,426,000	.....	.....	.....
	1908	4,300,000	.....	.....	.....
	1909	4,400,000	3,383,061	+1,016,939	+ 30.1
	<sup>1</sup> 1910	3,585,000	.....	.....	.....
	<sup>1</sup> 1911	3,692,000	.....	.....	.....
	<sup>1</sup> 1912	3,910,000	.....	.....	.....
Wheat .....	<sup>1</sup> 1913	4,066,000	.....	.....	.....
	1899	297,239	319,161	- 21,922	- 6.9
	1900	550,674	.....	.....	.....
	1901	370,996	.....	.....	.....
	1902	284,531	.....	.....	.....
	1903	299,958	.....	.....	.....
	1904	291,370	.....	.....	.....
	1905	305,298	.....	.....	.....
	1906	316,107	.....	.....	.....
	1907	297,000	.....	.....	.....
	1908	240,000	.....	.....	.....
	1909	245,000	93,065	+ 151,935	+163.3
	<sup>1</sup> 1910	141,000	.....	.....	.....
	<sup>1</sup> 1911	145,000	.....	.....	.....
	<sup>1</sup> 1912	132,000	.....	.....	.....
	<sup>1</sup> 1913	140,000	.....	.....	.....
Oats .....	1899	476,873	318,433	+ 158,440	+ 49.8
	1900	467,336	.....	.....	.....
	1901	296,644	.....	.....	.....
	1902	264,013	.....	.....	.....
	1903	256,093	.....	.....	.....
	1904	235,606	.....	.....	.....
	1905	233,250	.....	.....	.....
	1906	216,922	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## GEORGIA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats .....	1907	300,000			
	1908	300,000			
	1909	350,000	411,664	— 61,664	— 15.0
	1910	404,000			
	1911	404,000			
	1912	304,000			
	1913	420,000			

## IDAHO.

Corn .....	1899		4,582		
	1900				
	1901	5,091			
	1902	5,142			
	1903	5,091			
	1904	5,346			
	1905	5,506			
	1906	5,231			
	1907	5,000			
	1908	6,000			
	1909	6,000	9,194	— 3,194	— 34.7
	1910	10,000			
	1911	11,000			
	1912	12,000			
	1913	14,000			
Wheat .....	1899	142,153	266,305	— 124,152	— 46.6
	1900	149,261			
	1901	294,397			
	1902	273,080			
	1903	242,550			
	1904	298,056			
	1905	366,966			
	1906	336,736			
	1907	342,000			
	1908	387,000			
	1909	520,000	399,234	+ 120,766	+ 30.2
	1910	472,000			
	1911	517,000			
	1912	510,000			
	1913	510,000			
Oats .....	1899	32,352	64,739	— 32,387	— 50.0
	1900	36,881			
	1901	78,703			
	1902	81,064			
	1903	88,360			
	1904	92,778			
	1905	98,058			
	1906	107,864			
	1907	113,000			
	1908	127,000			
	1909	175,000	302,783	— 127,783	— 42.2
	1910	319,000			
	1911	331,000			
	1912	348,000			
	1913	325,000			

## ILLINOIS.

Corn .....	1899	6,865,287	10,206,335	— 3,401,048	— 51.1
	1900	7,139,898			
	1901	9,263,538			
	1902	9,623,680			
	1903	8,201,473			
	1904	9,428,320			
	1905	9,616,898			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

## ILLINOIS—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Corn .....	1906	9,616,696			
	1907	9,521,000			
	1908	9,450,000			
	1909	10,400,000	10,045,839	+ 354,161	+ 3.5
	1910	10,259,000			
	1911	10,150,000			
	1912	10,658,000			
Wheat .....	1906	10,450,000			
	1907	1,266,641	1,626,145	- 359,503	-30.6
	1908	1,253,286			
	1909	1,707,598			
	1910	1,631,357			
	1911	1,672,450			
	1912	1,661,045			
	1913	1,671,074			
	1914	1,678,300			
	1915	2,228,000			
	1916	2,334,000			
	1917	1,810,000	2,185,061	- 375,061	-17.2
Oats .....	1910	2,444,000			
	1911	2,625,000			
	1912	1,183,000			
	1913	2,240,000			
	1909	3,349,449	4,670,054	-1,320,568	-38.7
	1900	3,616,918			
	1901	3,990,483			
	1902	4,000,303			
	1903	3,001,975			
	1904	3,604,936			
	1905	3,004,275			
	1906	3,633,000			
	1907	4,100,000			
	1908	4,103,000			
	1909	4,104,000	4,176,485	+ 169,515	+ 4.1
	1910	4,000,000			
	1911	4,000,000			
	1912	4,000,000			
	1913	4,000,000			

## INDIANA

Corn .....	1900	3,732,063	4,400,249	-768,286	-17.0
	1901	4,031,000			
	1902	4,431,997			
	1903	4,520,037			
	1904	4,294,605			
	1905	4,352,381			
	1906	4,397,404			
	1907	4,643,782			
	1908	4,689,000			
	1909	4,549,000			
	1910	4,973,000	4,901,054	+ 11,946	+ .92
	1911	4,800,000			
	1912	4,830,000			
	1913	4,947,000			
Wheat .....	1900	2,587,775	2,893,293	-305,418	-10.6
	1901	1,209,735			
	1902	2,021,069			
	1903	2,217,778			
	1904	2,399,403			
	1905	1,961,521			
	1906	1,931,774			
	1907	2,322,750			
	1908	2,302,000			
	1909	2,721,000			
	1910	2,165,000	2,062,836	+ 82,163	+ 3.9
	1911	2,259,000			

Figures adjusted to census basis by Department of Agriculture.

## 118 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

## INDIANA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Wheat .....	1911	2,337,000			
	1912	1,280,000			
	1913	2,150,000			
Oats.....	1909	1,071,914	1,017,385	+ 54,529	+ 5.1
	1910	1,372,060			
	1911	1,385,770			
	1912	1,371,912			
	1913	1,307,283			
	1904	1,279,720			
	1905	1,243,706			
	1906	1,780,000			
	1907	1,816,000			
	1908	1,671,000			
	1909	1,820,000	1,667,818	+ 152,182	+ 9.1
	1910	1,680,000			
	1911	1,440,000			
	1912	1,890,000			
	1913	1,700,000			

## IOWA.

Corn .....	1909	7,814,511	9,804,076	-1,989,565	-25.3
	1910	8,046,946			
	1911	9,210,682			
	1912	9,302,688			
	1913	8,189,366			
	1904	9,285,683			
	1905	8,767,567			
	1906	9,450,000			
	1907	9,160,000			
	1908	9,068,000			
	1909	9,200,000	9,229,378	- 29,378	- 0.3
	1910	9,470,000			
	1911	9,830,000			
	1912	10,047,000			
	1913	9,950,000			
Wheat.....	1909	1,399,653	1,059,705	- 340,000	-17.2
	1910	1,397,322			
	1911	1,295,689			
	1912	1,174,911			
	1913	1,010,472			
	1904	967,664			
	1905	983,954			
	1906	555,000			
	1907	509,000			
	1908	468,000			
	1909	439,000	536,777	- 97,777	-16.7
	1910	532,000			
	1911	647,000			
	1912	650,000			
	1913	795,000			
Oats.....	1909	3,848,053	4,066,391	- 218,338	-13.0
	1910	3,840,357			
	1911	4,104,180			
	1912	4,063,138			
	1913	3,563,811			
	1904	3,822,000			
	1905	3,741,148			
	1906	4,165,000			
	1907	4,500,000			
	1908	4,545,000			
	1909	4,300,000	4,685,154	- 385,154	- 7.6
	1910	5,100,000			
	1911	4,950,000			
	1912	4,928,000			
	1913	4,980,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.



Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

## KANSAS.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn.....	1899	8,800,785	8,265,018	+534,768	+ 6.6
	1900	8,624,770			
	1901	7,835,399			
	1902	7,451,098			
	1903	6,705,524			
	1904	6,440,654			
	1905	6,977,467			
	1906	6,750,000			
	1907	7,020,000			
	1908	7,100,000			
	1909	7,760,000	8,100,061	-339,061	- 4.4
	1910	8,950,000			
	1911	8,700,000			
	1912	7,575,000			
	1913	7,320,000			
Wheat.....	1899	3,721,229	3,603,528	- 82,590	- 2.2
	1900	4,660,376			
	1901	5,355,638			
	1902	4,395,319			
	1903	6,181,176			
	1904	5,231,153			
	1905	5,536,103			
	1906	5,422,508			
	1907	5,959,000			
	1908	6,208,000			
	1909	6,045,000	5,973,786	+ 71,215	+ 1.2
	1910	4,490,000			
	1911	4,810,000			
	1912	5,058,000			
	1913	6,710,000			
Oats.....	1899	1,349,290	900,363	+448,927	+49.9
	1900	1,392,783			
	1901	931,850			
	1902	941,168			
	1903	992,815			
	1904	962,533			
	1905	857,868			
	1906	1,060,000			
	1907	1,062,000			
	1908	994,000			
	1909	964,000	963,300	+ 700	+ 0.1
	1910	1,675,000			
	1911	2,000,000			
	1912	1,720,000			
	1913	1,760,000			

## KENTUCKY.

Corn.....	1899	2,637,747	3,319,257	-681,510	-20.5
	1900	2,664,124			
	1901	3,177,896			
	1902	3,336,791			
	1903	3,103,216			
	1904	3,227,846			
	1905	3,195,072			
	1906	3,195,072			
	1907	3,300,000			
	1908	3,366,000			
	1909	3,568,000	3,436,340	+131,660	+ 3.8
	1910	3,500,000			
	1911	3,600,000			
	1912	3,600,000			
	1913	3,660,000			
Wheat.....	1899	901,272	1,631,027	-729,755	-37.9
	1900	957,142			
	1901	959,603			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## KENTUCKY—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1899	897,692	.....	.....	.....
	1900	920,028	.....	.....	.....
	1901	944,678	.....	.....	.....
	1902	779,642	.....	.....	.....
	1903	818,624	.....	.....	.....
	1904	734,000	.....	.....	.....
	1905	753,000	.....	.....	.....
	1906	670,000	681,323	-11,323	- 1.7
	1907	767,000	.....	.....	.....
	1908	789,000	.....	.....	.....
	1909	686,000	.....	.....	.....
	1910	725,000	.....	.....	.....
	1911	453,267	316,500	+138,677	+43.8
Oats .....	1900	437,056	.....	.....	.....
	1901	273,048	.....	.....	.....
	1902	259,396	.....	.....	.....
	1903	230,862	.....	.....	.....
	1904	228,553	.....	.....	.....
	1905	223,982	.....	.....	.....
	1906	206,063	.....	.....	.....
	1907	192,000	.....	.....	.....
	1908	173,000	.....	.....	.....
	1909	173,000	174,315	-1,315	- 0.8
	1910	175,000	.....	.....	.....
	1911	170,000	.....	.....	.....
	1912	159,000	.....	.....	.....
	1913	169,000	.....	.....	.....

## LOUISIANA.

Corn .....	1899	1,438,707	1,343,756	+ 94,951	+ 7.1
	1900	1,453,094	.....	.....	.....
	1901	1,316,452	.....	.....	.....
	1902	1,342,781	.....	.....	.....
	1903	1,356,209	.....	.....	.....
	1904	1,369,771	.....	.....	.....
	1905	1,424,562	.....	.....	.....
	1906	1,524,281	.....	.....	.....
	1907	1,600,000	.....	.....	.....
	1908	1,712,000	.....	.....	.....
	1909	2,226,000	1,590,830	+635,170	+39.9
	1910	1,782,000	.....	.....	.....
	1911	1,800,000	.....	.....	.....
	1912	1,806,000	.....	.....	.....
Wheat .....	1913	1,900,000	.....	.....	.....
	1899	.....	.....	.....	.....
	1900	.....	.....	.....	.....
	1901	.....	.....	.....	.....
	1902	.....	.....	.....	.....
	1903	.....	.....	.....	.....
	1904	.....	.....	.....	.....
	1905	.....	.....	.....	.....
	1906	.....	.....	.....	.....
	1907	.....	.....	.....	.....
	1908	.....	.....	.....	.....
	1909	.....	.....	.....	.....
	1910	.....	.....	.....	.....
	1911	.....	.....	.....	.....
	1912	.....	.....	.....	.....
Oats .....	1913	.....	.....	.....	.....
	1899	30,738	28,003	+ 2,735	+ 9.8
	1900	34,119	.....	.....	.....
	1901	31,756	.....	.....	.....
	1902	34,932	.....	.....	.....
	1903	32,137	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

LOUISIANA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats.....	1899	31,494			
	1900	27,715			
	1901	26,269			
	1902	26,000			
	1903	30,000			
	1904	32,000	29,711	+ 2,289	+ 7.7
	1905	34,000			
	1906	40,000			
	1907	34,000			
	1908	44,000			
	1909	44,000			

MAINE.

Corn.....	1899	11,873	16,856	- 4,983	- 29.6
	1900	12,229			
	1901	13,267			
	1902	14,063			
	1903	14,626			
	1904	12,871			
	1905	13,000			
	1906	12,350			
	1907	12,000			
	1908	14,000			
	1909	17,000	15,213	+ 1,787	+ 11.7
	1910	17,000			
	1911	18,000			
	1912	16,000			
Wheat.....	1913	16,000			
	1899	1,953	6,667	- 4,714	- 70.7
	1900	2,090			
	1901	7,419			
	1902	8,383			
	1903	8,182			
	1904	7,725			
	1905	7,880			
	1906	8,088			
	1907	8,000			
	1908	8,000			
	1909	9,000	3,407	+ 5,593	+ 164.1
	1910	3,000			
	1911	3,000			
	1912	3,000			
Oats.....	1913	3,000			
	1899	141,619	108,661	+ 32,958	+ 30.3
	1900	140,203			
	1901	115,308			
	1902	116,461			
	1903	119,955			
	1904	113,957			
	1905	112,817			
	1906	112,817			
	1907	115,000			
	1908	119,000			
	1909	124,000	120,991	+ 3,009	+ 2.5
	1910	130,000			
	1911	135,000			
	1912	133,000			
	1913	140,000			

MARYLAND.

Corn.....	1899	580,076	658,010	- 77,934	- 11.8
	1900	585,877			
	1901	622,754			

1 Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## MARYLAND—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats.....	1902	628,982	.....	.....	.....
	1903	622,692	.....	.....	.....
	1904	635,146	.....	.....	.....
	1905	628,795	.....	.....	.....
	1906	628,795	.....	.....	.....
	1907	649,000	.....	.....	.....
	1908	675,000	.....	.....	.....
	1909	709,000	647,012	+ 52,988	+ 8.1
	<sup>1</sup> 1910	660,000	.....	.....	.....
	<sup>1</sup> 1911	670,000	.....	.....	.....
	<sup>1</sup> 1912	670,000	.....	.....	.....
	<sup>1</sup> 1913	670,000	.....	.....	.....
Wheat.....	1899	759,643	634,446	+ 125,197	+ 19.1
	1900	778,864	.....	.....	.....
	1901	774,136	.....	.....	.....
	1902	757,090	.....	.....	.....
	1903	809,667	.....	.....	.....
	1904	770,710	.....	.....	.....
	1905	809,619	.....	.....	.....
	1906	806,401	.....	.....	.....
	1907	777,000	.....	.....	.....
	1908	765,000	.....	.....	.....
	1909	770,000	589,893	+ 180,107	+ 30.1
	<sup>1</sup> 1910	604,000	.....	.....	.....
	<sup>1</sup> 1911	605,000	.....	.....	.....
	<sup>1</sup> 1912	599,000	.....	.....	.....
Oats.....	<sup>1</sup> 1913	610,000	.....	.....	.....
	1899	72,852	44,625	+ 28,227	+ 63.1
	1900	74,309	.....	.....	.....
	1901	44,350	.....	.....	.....
	1902	42,132	.....	.....	.....
	1903	38,340	.....	.....	.....
	1904	35,656	.....	.....	.....
	1905	33,160	.....	.....	.....
	1906	31,834	.....	.....	.....
	1907	30,000	.....	.....	.....
	1908	30,000	.....	.....	.....
	1909	28,000	49,210	- 21,210	- 43.1
	<sup>1</sup> 1910	47,000	.....	.....	.....
	<sup>1</sup> 1911	46,000	.....	.....	.....
	<sup>1</sup> 1912	45,000	.....	.....	.....
	<sup>1</sup> 1913	45,000	.....	.....	.....

## MASSACHUSETTS.

Corn.....	1899	40,264	39,131	+ 1,133	+ 2.9
	1900	40,667	.....	.....	.....
	1901	43,617	.....	.....	.....
	1902	46,670	.....	.....	.....
	1903	44,803	.....	.....	.....
	1904	44,315	.....	.....	.....
	1905	44,799	.....	.....	.....
	1906	44,799	.....	.....	.....
	1907	44,000	.....	.....	.....
	1908	45,000	.....	.....	.....
	1909	47,000	41,735	+ 5,265	+ 12.6
	<sup>1</sup> 1910	45,000	.....	.....	.....
	<sup>1</sup> 1911	47,000	.....	.....	.....
	<sup>1</sup> 1912	47,000	.....	.....	.....
Wheat.....	<sup>1</sup> 1913	48,000	.....	.....	.....
	1899	.....	.....	.....	.....
	1900	.....	.....	.....	.....
	1901	.....	.....	.....	.....
	1902	.....	.....	.....	.....
	1903	.....	.....	.....	.....
	1904	.....	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued

## MASSACHUSETTS—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1905				
	1906				
	1907				
	1908				
	1909				
	1910				
	1911				
	1912				
	1913				
	1899	14,819	8,702	+8,117	+121.1
Oats .....	1900	14,987			
	1901	6,788			
	1902	6,516			
	1903	6,842			
	1904	6,537			
	1905	6,372			
	1906	6,408			
	1907	7,000			
	1908	7,000			
	1909	7,000	7,927	- 927	- 11.7
	1910	8,000			
	1911	8,000			
	1912	8,000			
	1913	9,000			

## MICHIGAN.

Corn .....	1899	1,059,054	1,501,180	-442,125	-20.5
	1900	1,080,235			
	1901	1,319,900			
	1902	1,333,000			
	1903	1,319,768			
	1904	1,293,373			
	1905	1,228,704			
	1906	1,475,000			
	1907	1,900,000			
	1908	1,900,000			
	1909	1,976,000	1,580,506	+395,494	+24.3
	1910	1,670,000			
	1911	1,690,000			
	1912	1,625,000			
Wheat .....	1913	1,675,000			
	1899	1,587,523	1,925,769	-338,246	-17.6
	1900	1,219,969			
	1901	1,234,469			
	1902	1,056,114			
	1903	1,001,604			
	1904	701,737			
	1905	1,027,404			
	1906	1,041,600			
	1907	878,000			
	1908	874,000			
	1909	775,000	802,137	- 27,137	- 3.4
	1910	926,000			
	1911	1,025,000			
	1912	700,000			
Oats .....	1913	836,000			
	1899	809,972	1,019,438	-119,466	-11.7
	1900	917,971			
	1901	981,207			
	1902	1,011,031			
	1903	970,600			
	1904	980,002			
	1905	1,009,802			
	1906	1,426,000			
	1907	1,468,000			

\* Figures adjusted to census basis by Department of Agriculture.

# 124 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

## MICHIGAN—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Oats.....	1908	1,400,000			
	1909	1,430,000	1,430,075	- 9,075	- 0.6
	1910	1,515,000			
	1911	1,500,000			
	1912	1,485,000			
	1913	1,500,000			

## MINNESOTA.

Corn.....	1909	944,594	1,441,580	- 496,986	-34.5
	1910	943,476			
	1911	1,361,120			
	1912	1,483,631			
	1913	1,430,112			
	1914	1,534,341			
	1915	1,527,614			
	1916	1,482,338			
	1917	1,615,000			
	1918	1,615,000			
	1919	1,690,000	2,004,068	- 314,068	-18.7
	1920	2,040,000			
Wheat.....	1911	2,200,000			
	1912	2,260,000			
	1913	2,400,000			
	1914	5,001,912	6,500,707	-1,498,795	-22.4
	1915	4,903,643			
	1916	6,208,808			
	1917	6,737,562			
	1918	6,303,328			
	1919	5,328,206			
	1920	5,448,182			
	1921	5,118,412			
	1922	5,200,000			
Oats.....	1909	5,354,000			
	1910	5,600,000	2,276,911	+2,235,000	+70.9
	1911	4,000,000			
	1912	4,350,000			
	1913	4,325,000			
	1914	4,200,000			
	1915	1,648,513	2,201,325	- 552,812	-28.2
	1916	1,682,978			
	1917	2,047,789			
	1918	2,108,223			
	1919	2,130,315			
	1920	2,172,921			
	1921	2,151,192			
	1922	2,215,728			
	1923	2,530,000			
	1924	2,682,000			
	1925	2,735,000	2,977,268	- 242,268	- 8.1
	1926	2,977,000			
	1927	2,845,000			
	1928	2,944,000			
	1929	2,980,000			

## MISSISSIPPI.

Corn.....	1909	2,440,232	2,276,312	+163,919	+ 7.2
	1910	2,208,518			
	1911	2,051,755			
	1912	2,144,225			
	1913	2,165,667			
	1914	2,079,040			
	1915	2,060,530			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.



LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL. 125

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

MISSISSIPPI—Continued

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn.....	1906	2,204,822			
	1907	2,530,400			
	1908	2,680,000			
	1909	2,810,000	2,173,612	+637,388	+29.3
	1910	2,590,000			
	1911	2,840,000			
	1912	3,100,000			
	1913	3,140,000			
	1909	3,248	6,447	-3,199	-48.6
	1900	4,248			
Wheat.....	1901	4,889			
	1902	3,488			
	1903	3,569			
	1904	2,908			
	1905	2,619			
	1906	1,781			
	1907	2,000			
	1908	1,000			
	1909	1,000	394	+606	+153.8
	1910	5,000			
Oats.....	1911	9,000			
	1912	8,000			
	1913	1,000			
	1909	135,874	87,006	+48,868	+57.0
	1900	170,718			
	1901	121,061			
	1902	117,419			
	1903	110,374			
	1904	101,544			
	1905	90,374			
	1906	90,374			
	1907	90,000			
	1908	125,000			
	1909	150,000	97,066	+52,934	+54.5
	1910	120,000			
	1911	130,000			
	1912	113,000			
	1913	140,000			

MISSOURI.

Corn.....	1909	6,265,964	7,423,883	-1,157,919	-15.6
	1900	6,453,943			
	1901	6,577,859			
	1902	6,773,185			
	1903	6,260,481			
	1904	5,784,407			
	1905	6,014,639			
	1906	7,075,000			
	1907	7,775,000			
	1908	7,542,000			
	1909	8,100,000	7,113,953	+986,047	+13.9
	1910	7,500,000			
	1911	7,400,000			
	1912	7,622,000			
	1913	7,375,000			
Wheat.....	1909	1,161,84	2,065,219	-904,385	-44.0
	1900	1,507,737			
	1901	1,958,308			
	1902	2,827,462			
	1903	2,551,105			
	1904	2,321,636			
	1905	2,259,808			
	1906	2,144,250			
	1907	2,213,000			
	1908	2,326,000			
	1909	1,941,000	2,017,128	-74,128	-3.7
	1910	1,881,000			

\* Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## MISSOURI—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	<sup>1</sup> 1911	2,300,000	.....	.....	.....
	<sup>1</sup> 1912	1,900,000	.....	.....	.....
	<sup>1</sup> 1913	2,315,000	.....	.....	.....
Oats.....	1899	811,974	916,178	— 104,204	— 11.
	1900	901,291	.....	.....	.....
	1901	910,513	.....	.....	.....
	1902	855,882	.....	.....	.....
	1903	787,411	.....	.....	.....
	1904	716,544	.....	.....	.....
	1905	723,709	.....	.....	.....
	1906	644,101	.....	.....	.....
	1907	663,000	.....	.....	.....
	1908	700,000	.....	.....	.....
	1909	690,000	1,073,325	— 383,325	— 35.7
	<sup>1</sup> 1910	1,200,000	.....	.....	.....
	<sup>1</sup> 1911	1,200,000	.....	.....	.....
	<sup>1</sup> 1912	1,125,000	.....	.....	.....
	<sup>1</sup> 1913	1,250,000	.....	.....	.....

## MONTANA.

Corn.....	1899	1,582	3,301	— 1,719	— 32.1
	1900	1,598	.....	.....	.....
	1901	3,095	.....	.....	.....
	1902	3,714	.....	.....	.....
	1903	3,788	.....	.....	.....
	1904	3,902	.....	.....	.....
	1905	3,941	.....	.....	.....
	1906	3,980	.....	.....	.....
	1907	4,000	.....	.....	.....
	1908	4,000	.....	.....	.....
	1909	5,000	9,514	— 4,514	— 47.6
	<sup>1</sup> 1910	16,000	.....	.....	.....
	<sup>1</sup> 1911	20,000	.....	.....	.....
	<sup>1</sup> 1912	24,000	.....	.....	.....
	<sup>1</sup> 1913	28,000	.....	.....	.....
Wheat.....	1899	69,764	92,132	— 22,368	— 34
	1900	72,555	.....	.....	.....
	1901	88,807	.....	.....	.....
	1902	90,583	.....	.....	.....
	1903	98,735	.....	.....	.....
	1904	108,608	.....	.....	.....
	1905	119,469	.....	.....	.....
	1906	137,389	.....	.....	.....
	1907	139,000	.....	.....	.....
	1908	153,000	.....	.....	.....
	1909	350,000	258,377	+ 91,623	+ 45
	<sup>1</sup> 1910	350,000	.....	.....	.....
	<sup>1</sup> 1911	429,000	.....	.....	.....
	<sup>1</sup> 1912	803,000	.....	.....	.....
	<sup>1</sup> 1913	870,000	.....	.....	.....
Oats.....	1899	60,986	133,938	— 72,952	— 34
	1900	65,865	.....	.....	.....
	1901	147,365	.....	.....	.....
	1902	159,154	.....	.....	.....
	1903	162,337	.....	.....	.....
	1904	167,207	.....	.....	.....
	1905	178,911	.....	.....	.....
	1906	196,802	.....	.....	.....
	1907	240,000	.....	.....	.....
	1908	254,000	.....	.....	.....
	1909	300,000	333,195	— 33,195	— 11
	<sup>1</sup> 1910	390,000	.....	.....	.....
	<sup>1</sup> 1911	425,000	.....	.....	.....
	<sup>1</sup> 1912	476,000	.....	.....	.....
	<sup>1</sup> 1913	500,000	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

NEBRASKA.

Crop.	Year	Estimates, Department of Agriculture (acreage)	Enumeration, Census Bureau (acreage).	Differences.	
				Amount (acreage)	Per cent.
Corn	1899	8,013,331	7,335,187	+678,144	+ 9.2
	1900	8,064,464			
	1901	7,740,556			
	1902	7,817,982			
	1903	6,629,982			
	1904	7,985,669			
	1905	8,035,115			
	1906	7,325,000			
	1907	7,472,000			
	1908	7,621,000			
	1909	7,825,000	7,366,067	+458,933	+ 7.7
	1910	7,425,000			
	1911	7,425,000			
	1912	7,609,000			
	1913	7,610,000			
Wheat	1899	2,018,619	2,538,949	-250,330	-20.5
	1900	2,066,828			
	1901	2,456,543			
	1902	2,525,150			
	1903	2,687,324			
	1904	2,313,688			
	1905	2,472,992			
	1906	2,379,560			
	1907	2,322,000			
	1908	2,671,000			
	1909	2,640,000	2,062,918	-22,918	- .9
	1910	2,394,000			
	1911	3,086,000			
	1912	3,123,000			
	1913	3,475,000			
Oats	1899	1,715,804	1,924,827	-209,023	-10.9
	1900	1,732,962			
	1901	1,972,991			
	1902	1,795,422			
	1903	2,014,463			
	1904	1,986,770			
	1905	1,896,770			
	1906	2,460,000			
	1907	2,524,000			
	1908	2,549,103			
	1909	2,474,000	2,365,774	+107,226	+ 4.5
	1910	2,562,000			
	1911	2,500,000			
	1912	3,275,000			
	1913	2,250,000			

NEVADA.

Corn	1899		580		
	1900				
	1901				
	1902				
	1903				
	1904				
	1905				
	1906				
	1907				
	1908				
Wheat	1909		585		
	1910	1,000			
	1911	1,000			
	1912	1,000			
	1913	1,000			
	1899	28,167	15,827	+19,490	+106.9
	1900	40,457			
	1901	19,450			
	1902				
	1903				

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

NEVADA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration. Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat.....	1902	19,839			
	1903	21,428			
	1904	25,283			
	1905	26,800			
	1906	27,604			
	1907	30,000			
	1908	33,000			
	1909	36,000	14,260	+ 21,740	+ 152.
	<sup>1</sup> 1910	30,000			
	<sup>1</sup> 1911	36,000			
	<sup>1</sup> 1912	39,000			
	<sup>1</sup> 1913	39,000			
Oats.....	1899		4,786		
	1900				
	1901	5,524			
	1902	5,968			
	1903	6,205			
	1904	6,267			
	1905	6,267			
	1906	6,518			
	1907	7,000			
	1908	7,000			
	1909	7,000	7,853	— 853	— 10.9
	<sup>1</sup> 1910	7,000			
	<sup>1</sup> 1911	8,000			
	<sup>1</sup> 1912	10,000			
	<sup>1</sup> 1913	11,000			

NEW HAMPSHIRE.

Corn.....	1899	25,014	25,094	— 880	— 2.6
	1900	25,264			
	1901	26,631			
	1902	28,761			
	1903	29,049			
	1904	27,597			
	1905	27,045			
	1906	26,234			
	1907	26,000			
	1908	28,000			
	1909	30,000	19,814	+ 10,186	+ 51.4
	<sup>1</sup> 1910	22,000			
	<sup>1</sup> 1911	23,000			
	<sup>1</sup> 1912	23,000			
	<sup>1</sup> 1913	22,000			
Wheat.....	1899	511	271	+ 240	+ 46.6
	1900	496			
	1901				
	1902				
	1903				
	1904				
	1905				
	1906				
	1907				
	1908				
	1909		70		
	<sup>1</sup> 1910				
	<sup>1</sup> 1911				
	<sup>1</sup> 1912				
	<sup>1</sup> 1913				
Oats.....	1899	29,927	12,589	+ 17,338	+ 134.7
	1900	30,526			
	1901	12,303			
	1902	11,934			
	1903	12,053			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

NEW HAMPSHIRE—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats .....	1904	12,174	.....	.....	.....
	1905	12,174	.....	.....	.....
	1906	12,296	.....	.....	.....
	1907	13,000	.....	.....	.....
	1908	13,000	.....	.....	.....
	1909	14,000	10,860	+ 3,140	+ 28.9
	<sup>1</sup> 1910	11,000	.....	.....	.....
	<sup>1</sup> 1911	12,000	.....	.....	.....
	<sup>1</sup> 1912	12,000	.....	.....	.....
	<sup>1</sup> 1913	12,000	.....	.....	.....

NEW JERSEY.

Corn .....	1899	254,816	205,258	-40,442	-13.7
	1900	257,364	.....	.....	.....
	1901	278,829	.....	.....	.....
	1902	292,770	.....	.....	.....
	1903	272,276	.....	.....	.....
	1904	274,999	.....	.....	.....
	1905	277,749	.....	.....	.....
	1906	277,749	.....	.....	.....
	1907	278,000	.....	.....	.....
	1908	278,000	.....	.....	.....
	1909	290,000	265,441	+24,559	+ 9.2
	<sup>1</sup> 1910	267,000	.....	.....	.....
	<sup>1</sup> 1911	270,000	.....	.....	.....
Wheat .....	<sup>1</sup> 1912	273,000	.....	.....	.....
	<sup>1</sup> 1913	275,000	.....	.....	.....
	1899	123,370	132,571	- 9,201	- 6.9
	1900	122,753	.....	.....	.....
	1901	122,741	.....	.....	.....
	1902	106,004	.....	.....	.....
	1903	113,456	.....	.....	.....
	1904	104,673	.....	.....	.....
	1905	110,075	.....	.....	.....
	1906	111,093	.....	.....	.....
	1907	108,000	.....	.....	.....
	1908	108,000	.....	.....	.....
	1909	110,000	83,637	+26,363	+31.5
Oats .....	<sup>1</sup> 1910	84,000	.....	.....	.....
	<sup>1</sup> 1911	84,000	.....	.....	.....
	<sup>1</sup> 1912	79,000	.....	.....	.....
	<sup>1</sup> 1913	80,000	.....	.....	.....
	1899	95,193	75,959	+19,234	+25.3
	1900	95,003	.....	.....	.....
	1901	72,183	.....	.....	.....
	1902	67,852	.....	.....	.....
	1903	63,781	.....	.....	.....
	1904	63,143	.....	.....	.....
	1905	62,512	.....	.....	.....
	1906	62,512	.....	.....	.....
	1907	60,000	.....	.....	.....
	1908	60,000	.....	.....	.....
	1909	60,000	72,130	-12,130	-16.8
	<sup>1</sup> 1910	72,000	.....	.....	.....
	<sup>1</sup> 1911	71,000	.....	.....	.....
	<sup>1</sup> 1912	67,000	.....	.....	.....
	<sup>1</sup> 1913	70,000	.....	.....	.....

NEW MEXICO.

Corn .....	1899	24,015	41,345	- 17,330	- 41.9
	1900	25,216	.....	.....	.....
	1901	36,544	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

NEW MEXICO—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn .....	1902	36,909			
	1903	39,862			
	1904	34,281			
	1905	39,423			
	1906	40,211			
	1907	42,000			
	1908	65,000			
	1909	68,000	85,999	— 17,999	— 20.9
	<sup>1</sup> 1910	89,000			
	<sup>1</sup> 1911	94,000			
	<sup>1</sup> 1912	93,000			
	<sup>1</sup> 1913	85,000			
Wheat.....	1899	186,946	87,907	+149,039	+398.2
	1900	183,207			
	1901	44,295			
	1902	45,624			
	1903	44,712			
	1904	34,428			
	1905	42,691			
	1906	44,826			
	1907	46,000			
	1908	41,000			
	1909	41,000	32,341	+ 8,659	+ 26.8
	<sup>1</sup> 1910	41,000			
	<sup>1</sup> 1911	55,000			
	<sup>1</sup> 1912	59,000			
Oats.....	<sup>1</sup> 1913	65,000			
	1899	7,418	15,848	— 8,430	— 53.2
	1900	7,641			
	1901	16,749			
	1902	15,744			
	1903	15,272			
	1904	9,927			
	1905	11,912			
	1906	12,269			
	1907	12,000			
	1908	24,000			
	1909	24,000	33,707	— 9,707	— 23.8
	<sup>1</sup> 1910	42,000			
	<sup>1</sup> 1911	48,000			
	<sup>1</sup> 1912	53,000			
	<sup>1</sup> 1913	50,000			

NEW YORK.

Corn.....	1899	503,399	658,662	—155,263	— 32.6
	1900	538,626			
	1901	626,437			
	1902	645,230			
	1903	619,421			
	1904	625,615			
	1905	613,103			
	1906	650,000			
	1907	600,000			
	1908	625,000			
	1909	670,000	512,442	+157,558	+ 30.7
	<sup>1</sup> 1910	525,000			
	<sup>1</sup> 1911	530,000			
	<sup>1</sup> 1912	512,000			
Wheat.....	<sup>1</sup> 1913	527,000			
	1899	378,690	557,736	—179,046	— 32.1
	1900	367,015			
	1901	597,823			
	1902	478,196			
	1903	544,039			
	1904	474,572			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.



*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## NEW YORK—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1906	490,521			
	1908	487,509			
	1907	416,000			
	1908	443,000			
	1909	420,000	398,130	+120,870	+45.3
	<sup>1</sup> 1910	355,000			
	<sup>1</sup> 1911	345,000			
	<sup>1</sup> 1912	335,000			
	<sup>1</sup> 1913	340,000			
	1899	1,464,568	1,330,753	+134,815	+10.1
Oats .....	1900	1,596,379			
	1901	1,298,592			
	1902	1,324,584			
	1903	1,311,318			
	1904	1,245,752			
	1905	1,258,210			
	1906	1,245,638			
	1907	1,208,000			
	1908	1,250,000			
	1909	1,325,000	1,302,506	+22,493	+1.7
	<sup>1</sup> 1910	1,320,000			
	<sup>1</sup> 1911	1,310,000			
	<sup>1</sup> 1912	1,192,000			
	<sup>1</sup> 1913	1,275,000			

## NORTH CAROLINA.

Corn .....	1899	2,457,386	2,730,206	-282,270	-9.6
	1900	2,482,515			
	1901	2,553,174			
	1902	2,706,682			
	1903	2,625,482			
	1904	2,677,992			
	1905	2,704,772			
	1906	2,731,320			
	1907	2,732,000			
	1908	2,787,000			
	1909	2,898,000	2,450,457	+448,543	+17.8
	<sup>1</sup> 1910	2,656,000			
	<sup>1</sup> 1911	2,700,000			
	<sup>1</sup> 1912	2,808,000			
	<sup>1</sup> 1913	2,835,000			
Wheat .....	1899	521,731	746,084	-225,253	-36.2
	1900	620,917			
	1901	777,255			
	1902	578,568			
	1903	683,060			
	1904	571,228			
	1905	593,325			
	1906	682,091			
	1907	560,000			
	1908	568,000			
	1909	570,000	601,912	+31,912	+5.6
	<sup>1</sup> 1910	598,000			
	<sup>1</sup> 1911	626,000			
	<sup>1</sup> 1912	598,000			
	<sup>1</sup> 1913	605,000			
Oats .....	1899	398,324	370,876	+27,448	+7.3
	1900	303,080			
	1901	253,344			
	1902	238,143			
	1903	216,710			
	1904	205,374			
	1905	203,315			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## NORTH CAROLINA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats .....	1907	192,000			
	1908	200,000			
	1909	196,000	228,120	-32,120	-14.1
	1910	221,000			
	1911	219,000			
	1912	204,000			
	1913	230,000			

## NORTH DAKOTA.

Corn .....	1899	24,065	62,373	- 38,308	-61.4
	1900	23,824			
	1901	67,236			
	1902	82,700			
	1903	86,008			
	1904	90,308			
	1905	89,405			
	1906	150,000			
	1907	154,000			
	1908	162,000			
	1909	195,000	185,122	+ 9,878	+ 5.3
	1910	210,000			
	1911	290,000			
	1912	328,000			
	1913	375,000			
Wheat .....	1899	4,043,643	4,451,251	- 407,608	- 9.2
	1900	2,689,023			
	1901	4,527,532			
	1902	3,954,229			
	1903	4,349,652			
	1904	4,567,135			
	1905	5,401,646			
	1906	5,992,000			
	1907	5,513,000			
	1908	5,889,000			
	1909	6,625,000	8,188,782	-1,563,782	-19.1
	1910	7,700,000			
	1911	9,150,000			
	1912	7,990,000			
	1913	7,510,000			
Oats .....	1899	599,589	780,517	- 180,928	-23.2
	1900	611,581			
	1901	723,207			
	1902	766,599			
	1903	797,263			
	1904	829,154			
	1905	1,197,799			
	1906	1,245,711			
	1907	1,320,000			
	1908	1,399,000			
	1909	1,550,000	2,147,032	- 597,032	-27.4
	1910	2,165,000			
	1911	2,180,000			
	1912	2,300,000			
	1913	2,250,000			

## OKLAHOMA (EXCLUDING INDIAN TERRITORY 1899-1906).

Corn .....	1899	533,335	1,320,506	-787,171	-39.6
	1900	544,002			
	1901	1,414,262			
	1902	1,509,831			
	1903	1,491,339			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL. 183

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

OKLAHOMA (EXCLUDING INDIAN TERRITORY 1900-1905)—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Corn.....	1904	1,729,953			
	1905	1,902,948			
	1906	1,998,066			
	1907	4,650,000			
	1908	4,929,000			
	1909	5,950,000	5,914,000	+ 36,000	+ 0.6
	1910	5,735,000			
	1911	5,875,000			
	1912	5,448,000			
	1913	4,750,000			
	1900	1,218,253	1,279,826	- 61,573	- 4.8
	1901	981,967			
	1902	1,251,583			
Wheat.....	1903	1,087,747			
	1904	1,643,130			
	1905	1,225,627			
	1906	1,434,848			
	1907	1,333,133			
	1908	969,000			
	1909	1,347,000			
	1910	1,225,000	1,100,420	+ 124,580	+ 10.2
	1911	1,567,000			
	1912	1,122,000			
	1913	1,570,000			
	1900	1,760,000	156,619		
	1901	191,200			
Oats.....	1902	277,240			
	1903	307,736			
	1904	283,117			
	1905	284,442			
	1906	340,000			
	1907	418,000			
	1908	440,000			
	1909	550,000	609,373	- 59,373	- 9.7
	1910	699,000			
	1911	909,000			
	1912	936,000			
	1913	1,000,000			

OHIO.

Corn.....	1899	2,751,356	2,820,013	- 68,657	- 2.5
	1900	2,898,924			
	1901	3,077,136			
	1902	3,200,224			
	1903	2,976,203			
	1904	3,005,494			
	1905	2,973,529			
	1906	3,725,000			
	1907	3,400,000			
	1908	3,350,000			
	1909	3,875,000	3,916,060	- 41,060	- 1.0
	1910	3,890,000			
	1911	3,900,000			
	1912	4,070,000			
Wheat.....	1913	4,000,000			
	1899	2,816,761	3,209,074	- 392,313	- 13.9
	1900	1,420,046			
	1901	2,191,970			
	1902	2,124,759			
	1903	2,065,960			
	1904	1,327,259			
	1905	1,882,007			

Figures adjusted to census basis by Department of Agriculture.

## 134 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## OHIO—Continued.

Crop	Year	Estimates, Department of Agriculture (acres)	Enumeration, Census Bureau (acres)	Difference.	
				Amount (acres)	Per cent
Wheat .....	1906	2,317,760			
	1907	1,882,000			
	1908	2,063,000			
	1909	1,480,000	1,827,923	- 347,923	- 19.0
	1910	2,126,000			
	1911	2,265,000			
	1912	1,220,000			
Oats .....	1912	1,950,000			
	1899	915,166	1,118,149	- 199,983	- 17.9
	1900	1,081,593			
	1901	1,118,012			
	1902	1,129,192			
	1903	1,004,981			
	1904	1,215,979			
	1905	1,061,280			
	1906	1,475,000			
	1907	1,600,000			
	1908	1,480,000			
	1909	1,730,000	1,787,406	- 57,406	- 3.3
	1910	1,770,000			
	1911	1,700,000			
	1912	2,120,000			
	1913	1,900,000			

## OREGON.

Corn .....	1899	13,519	16,082	- 2,473	- 20.4
	1900	13,799			
	1901	16,711			
	1902	17,045			
	1903	17,386			
	1904	17,312			
	1905	17,556			
	1906	18,038			
	1907	16,000			
	1908	16,000			
	1909	17,000	17,230	- 230	- 1.4
	1910	18,000			
	1911	20,000			
	1912	20,000			
	1913	21,000			
Wheat .....	1899	1,143,205	872,579	+ 269,626	+ 23.9
	1900	1,178,760			
	1901	814,742			
	1902	777,377			
	1903	684,961			
	1904	740,260			
	1905	717,568			
	1906	712,411			
	1907	661,000			
	1908	728,000			
	1909	810,000	792,167	+ 17,833	+ 2.1
	1910	717,000			
	1911	796,000			
	1912	942,000			
	1913	750,000			
Oats .....	1899	170,622	261,406	- 90,784	- 53.7
	1900	177,447			
	1901	284,808			
	1902	281,965			
	1903	287,694			
	1904	281,943			
	1905	281,943			
	1906	284,820			
	1907	279,000			
	1908	268,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## OREGON—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats .....	1909	288,000	330,162	- 51,162	-18.1
	1910	355,000	.....	.....	.....
	1911	359,000	.....	.....	.....
	1912	359,000	.....	.....	.....
	1913	360,000	.....	.....	.....

## PENNSYLVANIA.

Corn .....	1909	1,257,098	1,400,883	-223,887	-18.0
	1910	1,308,316	.....	.....	.....
	1911	1,457,236	.....	.....	.....
	1912	1,480,383	.....	.....	.....
	1913	1,458,855	.....	.....	.....
	1914	1,427,522	.....	.....	.....
	1915	1,441,797	.....	.....	.....
	1916	1,441,797	.....	.....	.....
	1917	1,413,000	.....	.....	.....
	1918	1,450,000	.....	.....	.....
	1919	1,525,000	1,380,671	+144,329	+10.6
	1910	1,430,000	.....	.....	.....
	1911	1,435,000	.....	.....	.....
Wheat .....	1912	1,449,000	.....	.....	.....
	1913	1,463,000	.....	.....	.....
	1909	1,508,383	1,514,043	- 5,661	- 0.6
	1910	1,502,321	.....	.....	.....
	1911	1,679,070	.....	.....	.....
	1912	1,558,745	.....	.....	.....
	1913	1,690,181	.....	.....	.....
	1914	1,530,210	.....	.....	.....
	1915	1,629,279	.....	.....	.....
	1916	1,642,563	.....	.....	.....
	1917	1,618,000	.....	.....	.....
	1918	1,590,000	.....	.....	.....
	1919	1,545,000	1,225,558	+319,442	+26.1
Oats .....	1910	1,309,000	.....	.....	.....
	1911	1,299,000	.....	.....	.....
	1912	1,240,000	.....	.....	.....
	1913	1,286,000	.....	.....	.....
	1909	1,186,304	1,178,847	+ 7,457	+ 1.1
	1910	1,221,833	.....	.....	.....
	1911	1,246,331	.....	.....	.....
	1912	1,233,868	.....	.....	.....
	1913	1,206,191	.....	.....	.....
	1914	1,172,916	.....	.....	.....
	1915	1,161,186	.....	.....	.....
	1916	1,161,186	.....	.....	.....
	1917	1,083,000	.....	.....	.....
Rye .....	1918	1,083,000	.....	.....	.....
	1919	998,000	1,144,248	-146,248	-12.8
	1910	1,144,000	.....	.....	.....
	1911	1,121,000	.....	.....	.....
	1912	1,099,000	.....	.....	.....
	1913	1,154,000	.....	.....	.....

## RHODE ISLAND.

Corn .....	1909	8,116	8,149	- 33	- 0.4
	1910	8,197	.....	.....	.....
	1911	9,470	.....	.....	.....
	1912	10,323	.....	.....	.....
	1913	10,013	.....	.....	.....
	1914	9,912	.....	.....	.....
	1915	10,011	.....	.....	.....
	1916	10,011	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## RHODE ISLAND—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Corn.....	1907	10,000			
	1908	10,000			
	1909	11,000	9,679	+1,321	+13.6
	1910	10,000			
	1911	11,000			
	1912	11,000			
	1913	11,000			
Wheat.....	1899				
	1900				
	1901				
	1902				
	1903				
	1904				
	1905				
	1906				
	1907				
	1908				
	1909				
	1910				
	1911				
	1912				
Oats.....	1913				
	1899	3,668	1,530	+2,138	+139.7
	1900	3,705			
	1901	1,609			
	1902	1,722			
	1903	1,688			
	1904	1,604			
	1905	1,604			
	1906	1,604			
	1907	2,000			
	1908	2,000			
	1909	2,000	1,726	+ 274	+ 15.4
	1910	2,000			
	1911	2,000			
	1912	2,000			
	1913	2,000			

## SOUTH CAROLINA.

Corn.....	1899	1,857,021	1,772,057	+ 84,964	+ 4.6
	1900	1,875,591			
	1901	1,722,488			
	1902	1,826,837			
	1903	1,807,579			
	1904	1,789,503			
	1905	1,878,978			
	1906	1,935,347			
	1907	1,974,000			
	1908	2,073,000			
	1909	2,218,000	1,565,832	+652,168	+ 41.6
	1910	1,707,000			
	1911	1,790,000			
	1912	1,915,000			
	1913	1,975,000			
Wheat.....	1899	148,271	174,245	- 25,974	- 14.9
	1900	238,092			
	1901	259,160			
	1902	267,673			
	1903	270,261			
	1904	279,926			
	1905	318,419			
	1906	318,281			
	1907	314,000			
	1908	315,000			
	1909	381,000	43,028	+337,972	+ 745.5
	1910	77,000			
	1911	83,000			
	1912	79,000			
	1913	79,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.



*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## SOUTH CAROLINA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Cotton.....	1899	251,998	222,544	+ 29,454	+ 13.2
	1900	269,558	.....	.....	.....
	1901	285,371	.....	.....	.....
	1902	315,541	.....	.....	.....
	1903	293,541	.....	.....	.....
	1904	191,336	.....	.....	.....
	1905	187,509	.....	.....	.....
	1906	191,359	.....	.....	.....
	1907	195,000	.....	.....	.....
	1908	201,000	.....	.....	.....
	1909	211,000	224,180	- 13,180	- 34.9
	1910	226,000	.....	.....	.....
	1911	245,000	.....	.....	.....
	1912	224,000	.....	.....	.....
	1913	260,000	.....	.....	.....

## SOUTH DAKOTA.

Corn.....	1899	1,184,516	1,199,331	- 41,865	- 3.5
	1900	1,200,697	.....	.....	.....
	1901	1,421,079	.....	.....	.....
	1902	1,577,398	.....	.....	.....
	1903	1,590,076	.....	.....	.....
	1904	1,560,678	.....	.....	.....
	1905	1,623,105	.....	.....	.....
	1906	1,875,000	.....	.....	.....
	1907	1,850,000	.....	.....	.....
	1908	1,942,000	.....	.....	.....
	1909	2,069,000	2,087,658	+ 21,642	+ 1.0
	1910	2,109,000	.....	.....	.....
	1911	2,910,000	.....	.....	.....
	1912	2,495,000	.....	.....	.....
	1913	2,640,000	.....	.....	.....
Wheat.....	1899	3,526,013	3,984,659	- 458,646	- 11.5
	1900	2,920,244	.....	.....	.....
	1901	4,004,930	.....	.....	.....
	1902	3,604,347	.....	.....	.....
	1903	3,424,130	.....	.....	.....
	1904	3,297,165	.....	.....	.....
	1905	3,221,422	.....	.....	.....
	1906	3,131,000	.....	.....	.....
	1907	2,909,000	.....	.....	.....
	1908	2,838,000	.....	.....	.....
	1909	3,375,000	3,217,255	+ 157,745	+ 4.9
	1910	3,650,000	.....	.....	.....
	1911	3,700,000	.....	.....	.....
	1912	3,675,000	.....	.....	.....
	1913	3,775,000	.....	.....	.....
Oats.....	1899	689,703	691,187	- 101,484	- 14.7
	1900	684,524	.....	.....	.....
	1901	674,974	.....	.....	.....
	1902	692,533	.....	.....	.....
	1903	705,404	.....	.....	.....
	1904	713,468	.....	.....	.....
	1905	720,003	.....	.....	.....
	1906	1,275,000	.....	.....	.....
	1907	1,325,000	.....	.....	.....
	1908	1,965,000	.....	.....	.....
	1909	1,434,000	1,558,643	- 108,643	- 7.6
	1910	1,550,000	.....	.....	.....
	1911	1,840,000	.....	.....	.....
	1912	1,650,000	.....	.....	.....
	1913	1,690,000	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

## 138 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## TENNESSEE.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres)	Difference.	
				Amount (acres).	Per cent.
Corn.....	1899	2,999,888	3,374,574	-374,686	-11.1
	1900	2,849,894			
	1901	2,178,140			
	1902	3,337,047			
	1903	3,203,565			
	1904	3,235,601			
	1905	3,138,533			
	1906	3,075,762			
	1907	3,014,000			
	1908	3,350,000			
	1909	3,575,000	3,146,548	+428,452	+13.6
	1910	3,400,000			
	1911	3,400,000			
	1912	3,332,000			
	1913	3,350,000			
Wheat.....	1899	963,187	1,426,112	-472,925	-33.2
	1900	1,181,423			
	1901	1,212,441			
	1902	840,381			
	1903	1,063,531			
	1904	808,568			
	1905	881,750			
	1906	871,418			
	1907	779,000			
	1908	819,000			
	1909	900,000	619,561	+280,439	+45.1
	1910	711,000			
	1911	720,000			
	1912	674,000			
	1913	779,000			
Oats.....	1899	280,446	235,312	+45,134	+19.2
	1900	340,010			
	1901	200,076			
	1902	186,071			
	1903	169,325			
	1904	150,779			
	1905	151,108			
	1906	146,573			
	1907	117,000			
	1908	175,000			
	1909	200,000	342,666	-142,666	-41.5
	1910	242,000			
	1911	315,000			
	1912	258,000			
	1913	300,000			

## TEXAS.

Corn.....	1899	4,508,411	5,017,690	-509,279	-10.1
	1900	4,553,486			
	1901	5,176,810			
	1902	5,539,187			
	1903	5,816,146			
	1904	6,048,722			
	1905	6,532,696			
	1906	6,924,657			
	1907	7,409,000			
	1908	7,854,000			
	1909	8,160,000	6,130,663	+2,029,337	+24.1
	1910	6,800,000			
	1911	7,300,000			
	1912	7,300,000			
	1913	6,800,000			
Wheat.....	1899	814,823	1,037,047	-222,224	-26.7
	1900	1,271,517			
	1901	681,126			
	1902	956,263			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

TEXAS—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1903	1,483,595	.....	.....	.....
	1904	1,166,688	.....	.....	.....
	1905	1,249,207	.....	.....	.....
	1906	1,228,264	.....	.....	.....
	1907	880,000	.....	.....	.....
	1908	924,000	.....	.....	.....
	1909	555,000	326,176	+228,824	+70.2
	<sup>1</sup> 1910	700,000	.....	.....	.....
	<sup>1</sup> 1911	700,000	.....	.....	.....
	<sup>1</sup> 1912	735,000	.....	.....	.....
	<sup>1</sup> 1913	780,000	.....	.....	.....
Oats .....	1899	682,719	847,225	-164,506	-19.4
	1900	744,164	.....	.....	.....
	1901	838,195	.....	.....	.....
	1902	896,869	.....	.....	.....
	1903	914,806	.....	.....	.....
	1904	896,510	.....	.....	.....
	1905	914,440	.....	.....	.....
	1906	914,440	.....	.....	.....
	1907	500,000	.....	.....	.....
	1908	750,000	.....	.....	.....
	1909	615,000	440,001	+174,999	+39.8
	<sup>1</sup> 1910	688,000	.....	.....	.....
	<sup>1</sup> 1911	737,000	.....	.....	.....
	<sup>1</sup> 1912	865,000	.....	.....	.....
	<sup>1</sup> 1913	1,000,000	.....	.....	.....

UTAH.

Corn .....	1899	8,134	11,517	-3,383	-29.4
	1900	8,459	.....	.....	.....
	1901	10,919	.....	.....	.....
	1902	10,810	.....	.....	.....
	1903	11,134	.....	.....	.....
	1904	11,468	.....	.....	.....
	1905	11,353	.....	.....	.....
	1906	11,126	.....	.....	.....
	1907	11,000	.....	.....	.....
	1908	11,000	.....	.....	.....
	1909	13,000	7,267	+5,733	+78.9
	<sup>1</sup> 1910	7,000	.....	.....	.....
	<sup>1</sup> 1911	8,000	.....	.....	.....
	<sup>1</sup> 1912	9,000	.....	.....	.....
Wheat .....	<sup>1</sup> 1913	10,000	.....	.....	.....
	1899	180,505	189,235	-8,730	-4.6
	1900	176,896	.....	.....	.....
	1901	180,433	.....	.....	.....
	1902	176,824	.....	.....	.....
	1903	183,897	.....	.....	.....
	1904	180,219	.....	.....	.....
	1905	178,417	.....	.....	.....
	1906	178,417	.....	.....	.....
	1907	161,000	.....	.....	.....
	1908	220,000	.....	.....	.....
	1909	235,000	178,423	+56,577	+31.1
	<sup>1</sup> 1910	198,000	.....	.....	.....
	<sup>1</sup> 1911	225,000	.....	.....	.....
Oats .....	<sup>1</sup> 1912	236,000	.....	.....	.....
	<sup>1</sup> 1913	265,000	.....	.....	.....
	1899	25,654	43,394	-17,740	-40.9
	1900	25,557	.....	.....	.....
	1901	45,424	.....	.....	.....
	1902	44,970	.....	.....	.....
	1904	45,420	.....	.....	.....
	1904	44,966	.....	.....	.....
	1905	44,067	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

UTAH—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Oats .....	1906	47,000			
	1907	45,000			
	1908	53,000			
	1909	55,000	80,816	— 25,816	— 32
	1910	85,000			
	1911	87,000			
	1912	91,000			
	1913	90,000			

VERMONT.

Corn .....	1899	47,526	60,633	— 13,107	— 21
	1900	48,477			
	1901	57,147			
	1902	57,718			
	1903	60,027			
	1904	59,427			
	1905	58,238			
	1906	56,491			
	1907	55,000			
	1908	62,000			
	1909	65,000	42,887	+ 22,113	+ 51
	1910	44,000			
	1911	46,000			
	1912	45,000			
Wheat .....	1913	45,000			
	1899	3,560	1,796	+ 1,764	+ 9
	1900	3,489			
	1901	1,742			
	1902	1,725			
	1903	1,708			
	1904	1,606			
	1905	1,461			
	1906	1,388			
	1907	1,000			
	1908	1,000			
	1909	1,000	678	+ 322	+ 47
	1910	1,000			
	1911	1,000			
	1912	1,000			
Oats .....	1913	1,000			
	1899	107,009	73,372	+ 33,637	+ 45
	1900	106,581			
	1901	76,255			
	1902	77,780			
	1903	79,336			
	1904	80,129			
	1905	78,526			
	1906	76,955			
	1907	78,000			
	1908	80,000			
	1909	81,000	71,510	+ 9,490	+ 13
	1910	76,000			
	1911	76,000			
	1912	77,000			
	1913	79,000			

VIRGINIA.

Corn .....	1899	1,744,045	1,910,085	— 166,040	— 9
	1900	1,761,485			
	1901	1,842,498			
	1902	1,879,348			
	1903	1,822,968			

1 Figures adjusted to census basis by Department of Agriculture.

LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL. 141

Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.

VIRGINIA—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage)	Per cent.
Corn.....	1899	1,841,198			
	1900	1,859,610			
	1901	1,859,610			
	1902	1,841,000			
	1903	1,925,000			
	1904	2,040,000	1,880,369	+179,641	+ 9.6
	1905	1,860,000			
	1906	1,880,000			
	1907	1,880,000			
	1908	1,880,000			
	1909	1,880,000			
	1910	1,880,000			
	1911	1,880,000			
Wheat.....	1899	751,626	627,386	-173,641	-18.7
	1900	791,799			
	1901	888,091			
	1902	637,806			
	1903	804,567			
	1904	711,477			
	1905	738,480			
	1906	744,548			
	1907	655,000			
	1908	740,000			
	1909	770,000	692,807	+ 77,003	+14.01
	1910	740,000			
	1911	740,000			
	1912	741,000			
Rye.....	1913	780,000			
	1899	367,537	278,384	+ 92,143	+25.4
	1900	349,180			
	1901	249,521			
	1902	222,074			
	1903	208,329			
	1904	183,811			
	1905	178,459			
	1906	158,813			
	1907	146,000			
	1908	200,000			
	1909	200,000	204,465	- 4,465	- 2.1
	1910	198,000			
	1911	194,000			
	1912	178,000			
	1913	196,000			

WASHINGTON.

Corn.....	1899	5,586	10,483	- 4,897	-46.7
	1900	8,307			
	1901	9,818			
	1902	10,014			
	1903	9,914			
	1904	9,815			
	1905	10,796			
	1906	11,444			
	1907	12,000			
	1908	12,000			
	1909	15,000	26,083	- 11,083	-42.4
	1910	26,000			
	1911	30,000			
	1912	31,000			
	1913	34,000			
Wheat.....	1899	956,406	1,068,102	-121,697	-12.1
	1900	1,087,943			
	1901	1,185,793			
	1902	1,065,454			
	1903	983,241			
	1904	1,446,733			
	1905	1,331,807			
	1906	1,204,201			
	1907	1,246,000			
	1908	1,446,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

WASHINGTON—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat.....	1909	1,540,000	2,118,015	—578,015	—27.8
	1910	2,101,000			
	1911	2,230,000			
	1912	2,285,000			
	1913	2,300,000			
Oats.....	1899	81,945	126,841	— 44,896	—35.6
	1900	87,681			
	1901	148,083			
	1902	154,008			
	1903	158,626			
	1904	164,971			
	1905	164,540			
	1906	172,767			
	1907	190,000			
	1908	194,000			
	1909	202,000	209,742	— 67,742	—25.1
	1910	275,000			
	1911	281,000			
	1912	284,000			
	1913	300,000			

WEST VIRGINIA.

Corn.....	1899	693,984	724,646	— 30,662	— 4.4
	1900	714,804			
	1901	744,289			
	1902	774,061			
	1903	743,099			
	1904	757,961			
	1905	765,541			
	1906	750,000			
	1907	760,000			
	1908	768,000			
	1909	880,000	676,311	+203,689	+30.1
	1910	700,000			
	1911	707,000			
Wheat.....	1912	725,000			
	1913	732,000			
	1899	417,285	447,928	— 30,643	— 7.3
	1900	454,377			
	1901	416,004			
	1902	356,264			
	1903	404,785			
	1904	312,755			
	1905	355,535			
	1906	384,241			
	1907	367,000			
	1908	361,000			
	1909	370,000	209,315	+160,685	+76.9
Oats.....	1910	241,000			
	1911	238,000			
	1912	233,000			
	1913	235,000			
	1899	137,324	99,433	+ 37,891	+27.5
	1900	131,831			
	1901	87,361			
	1902	85,614			
	1903	84,758			
	1904	85,608			
	1905	82,182			
	1906	102,000			
	1907	95,000			
	1908	95,000			
	1909	98,000	103,758	— 5,758	— 5.9
	1910	110,000			
	1911	110,000			
	1912	111,000			
	1913	115,000			

1 Figures adjusted to census basis by Department of Agriculture.



*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

## WISCONSIN.

Crop.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Corn.....	1899	1,191,039	1,497,474	-306,435	-25.5
	1900	1,238,681			
	1901	1,460,626			
	1902	1,504,445			
	1903	1,439,401			
	1904	1,519,189			
	1905	1,473,613			
	1906	1,458,877			
	1907	1,459,000			
	1908	1,474,000			
	1909	1,533,000	1,457,652	+ 75,348	+ 5.2
	1910	1,520,000			
	1911	1,600,000			
	1912	1,632,000			
Wheat.....	1913	1,650,000			
	1899	759,573	555,614	+203,959	+26.5
	1900	849,458			
	1901	460,920			
	1902	532,104			
	1903	536,599			
	1904	483,006			
	1905	474,233			
	1906	298,040			
	1907	210,000			
	1908	183,000			
	1909	170,000	145,360	+ 24,640	+17.5
	1910	186,000			
	1911	197,000			
	1912	188,000			
Oats.....	1913	190,000			
	1899	1,880,205	2,365,115	-484,910	-25.5
	1900	1,930,611			
	1901	2,290,288			
	1902	2,381,900			
	1903	2,429,538			
	1904	2,475,129			
	1905	2,527,692			
	1906	2,450,000			
	1907	2,350,000			
	1908	2,350,000			
	1909	2,290,000	2,164,570	+125,430	+ 5.2
	1910	2,250,000			
	1911	2,350,000			
	1912	2,272,000			
	1913	2,275,000			

## WYOMING.

Corn.....	1899	2,432	1,976	+ 456	+24.1
	1900	2,403			
	1901	2,207			
	1902	2,384			
	1903	2,360			
	1904	2,218			
	1905	2,107			
	1906	2,528			
	1907	3,000			
	1908	3,000			
	1909	5,000	9,266	- 4,266	-46.1
	1910	11,000			
	1911	13,000			
	1912	16,000			
Wheat.....	1913	17,000			
	1899	21,028	19,416	+ 1,612	+ 8.3
	1900	20,819			
	1901	21,027			
	1902	23,120			
	1903	22,667			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of 3 leading farm crops made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crops compiled by the Bureau of the Census, Department of Commerce—Continued.*

WYOMING—Continued.

Crop.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Wheat .....	1904	23,574	.....	.....	.....
	1905	29,468	.....	.....	.....
	1906	30,352	.....	.....	.....
	1907	30,000	.....	.....	.....
	1908	70,000	.....	.....	.....
	1909	80,000	41,968	+38,032	+90.6
	<sup>1</sup> 1910	56,000	.....	.....	.....
	<sup>1</sup> 1911	69,000	.....	.....	.....
	<sup>1</sup> 1912	76,000	.....	.....	.....
	<sup>1</sup> 1913	90,000	.....	.....	.....
Oats.....	1899	14,743	26,892	-12,149	-45.2
	1900	18,429	.....	.....	.....
	1901	33,499	.....	.....	.....
	1902	36,179	.....	.....	.....
	1903	37,988	.....	.....	.....
	1904	41,787	.....	.....	.....
	1905	45,548	.....	.....	.....
	1906	50,103	.....	.....	.....
	1907	60,000	.....	.....	.....
	1908	78,000	.....	.....	.....
	1909	100,000	124,085	-24,085	-19.4
	<sup>1</sup> 1910	161,000	.....	.....	.....
	<sup>1</sup> 1911	190,000	.....	.....	.....
	<sup>1</sup> 1912	205,000	.....	.....	.....
	<sup>1</sup> 1913	220,000	.....	.....	.....

*Estimates of acreage of cotton made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crop compiled by the Bureau of the Census, Department of Commerce.*

State.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
United States.....	1899	23,403,497	24,275,101	- 871,604	- 3.6
	1900	25,758,139	.....	.....	.....
	1901	27,220,414	.....	.....	.....
	1902	27,114,103	.....	.....	.....
	1903	28,016,893	.....	.....	.....
	1904	30,063,739	.....	.....	.....
	1905	26,117,153	.....	.....	.....
	1906	31,378,000	.....	.....	.....
	1907	31,311,000	.....	.....	.....
	1908	32,444,000	.....	.....	.....
	1909	50,780,000	32,043,838	-1,263,838	- 1.9
	<sup>1</sup> 1910	32,403,000	.....	.....	.....
	<sup>1</sup> 1911	36,045,000	.....	.....	.....
	<sup>1</sup> 1912	34,283,000	.....	.....	.....
	<sup>1</sup> 1913	37,089,000	.....	.....	.....
Virginia.....	1899	35,302	25,724	+ 9,578	+37.2
	1900	50,572	.....	.....	.....
	1901	35,145	.....	.....	.....
	1902	36,843	.....	.....	.....
	1903	39,864	.....	.....	.....
	1904	47,199	.....	.....	.....
	1905	38,664	.....	.....	.....
	1906	36,000	.....	.....	.....
	1907	35,000	.....	.....	.....
	1908	28,000	.....	.....	.....
	1909	25,000	25,147	- 147	- .5
	<sup>1</sup> 1910	33,000	.....	.....	.....
	<sup>1</sup> 1911	43,000	.....	.....	.....
	<sup>1</sup> 1912	47,000	.....	.....	.....
	<sup>1</sup> 1913	47,000	.....	.....	.....

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of cotton made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crop compiled by the Bureau of the Census, Department of Commerce—Continued.*

State.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent.
Alabama.....	1899	2,383,040	3,202,135	-319,095	-10.0
	1900	3,403,746			
	1901	3,642,964			
	1902	3,501,614			
	1903	3,606,049			
	1904	3,611,751			
	1905	3,500,168			
	1906	3,659,000			
	1907	3,439,000			
	1908	3,551,000			
	1909	3,436,000	3,730,482	-294,482	-7.9
	1910	3,560,000			
	1911	4,017,000			
	1912	3,730,000			
North Carolina.....	1913	3,780,000			
	1899	1,219,888	1,007,020	+212,868	+21.1
	1900	1,091,034			
	1901	1,112,360			
	1902	1,075,743			
	1903	1,151,028			
	1904	1,306,968			
	1905	1,085,568			
	1906	1,374,000			
	1907	1,408,000			
	1908	1,458,000			
	1909	1,410,000	1,274,404	+135,596	+10.6
	1910	1,478,000			
	1911	1,624,000			
	1912	1,545,000			
South Carolina.....	1913	1,576,000			
	1899	2,212,020	2,074,081	+137,939	+6.7
	1900	2,135,252			
	1901	2,248,562			
	1902	2,203,016			
	1903	2,318,000			
	1904	2,531,876			
	1905	2,161,023			
	1906	2,389,000			
	1907	2,420,000			
	1908	2,545,000			
	1909	2,489,000	2,656,467	-57,467	-2.6
	1910	2,534,000			
	1911	2,800,000			
	1912	2,695,000			
Missouri.....	1913	2,790,000			
	1899	41,340	45,596	-4,256	-9.8
	1900	49,364			
	1901	54,628			
	1902	59,341			
	1903	66,496			
	1904	79,403			
	1905	66,444			
	1906	91,000			
	1907	71,000			
	1908	87,000			
	1909	87,000	96,627	-9,627	-9.9
	1910	100,000			
	1911	129,000			
	1912	108,000			
Mississippi.....	1913	112,000			
	1899	2,784,286	3,607,620	-112,634	-3.9
	1900	3,194,796			
	1901	3,163,670			
	1902	3,183,989			
	1903	3,327,960			
	1904	3,632,458			
	1905	3,051,265			
	1906	3,408,000			
	1907	3,220,000			
	1908	3,365,000			
	1909	3,109,000	3,460,210	-261,210	-8.6
	1910	3,317,000			
	1911	3,340,000			
	1912	2,899,000			
	1913	2,067,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

## 146 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

*Estimates of acreage of cotton made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crop compiled by the Bureau of the Census, Department of Commerce—Continued.*

State.	Year.	Estimates, Department of Agriculture (acres).	Enumeration, Census Bureau (acres).	Difference.	
				Amount (acres).	Per cent
Georgia.....	1899	3,287,741	3,513,639	-225,898	-6.4
	1900	3,783,015			
	1901	4,006,199			
	1902	3,863,542			
	1903	4,048,912			
	1904	4,227,188			
	1905	3,738,703			
	1906	4,610,000			
	1907	4,774,000			
	1908	4,848,000			
	1909	4,674,000	4,633,304	-40,696	-0.9
	1910	4,873,000			
	1911	5,504,000			
	1912	5,335,000			
Florida.....	1913	5,318,000			
	1899	149,403	221,925	-72,522	-31.6
	1900	235,451			
	1901	254,596			
	1902	253,061			
	1903	268,666			
	1904	267,172			
	1905	256,173			
	1906	283,000			
	1907	266,000			
	1908	266,000			
	1909	250,000	263,454	-13,454	-5.1
	1910	257,000			
	1911	306,000			
	1912	224,000			
	1913	188,000			
Arkansas.....	1899	1,726,350	1,641,856	+84,494	+5.1
	1900	1,742,787			
	1901	1,854,182			
	1902	1,901,758			
	1903	1,926,191			
	1904	2,051,185			
	1905	1,718,751			
	1906	2,098,000			
	1907	1,950,000			
	1908	2,296,000			
	1909	2,309,000	2,153,223	+155,777	+7.2
	1910	2,238,000			
	1911	2,363,000			
	1912	1,991,000			
	1913	2,502,000			
Tennessee.....	1899	734,415	623,137	+111,278	+17.9
	1900	662,612			
	1901	737,337			
	1902	754,600			
	1903	783,196			
	1904	881,341			
	1905	757,397			
	1906	814,000			
	1907	749,000			
	1908	754,000			
	1909	727,000	787,616	-60,616	-8.3
	1910	765,000			
	1911	837,000			
	1912	753,000			
	1913	865,000			
Oklahoma (including Indian Territory)...	1899	507,714	682,743	-175,029	-25.4
	1900	709,006			
	1901	837,673			
	1902	1,017,090			
	1903	1,029,357			
	1904	1,315,683			
	1905	1,231,422			
	1906	1,942,000			
	1907	2,190,000			
	1908	2,311,000			
	1909	2,037,000	1,976,935	+60,065	+3.0
	1910	2,201,000			
	1911	3,050,000			
	1912	2,645,000			
	1913	3,008,000			

\* Figures adjusted to census basis by Department of Agriculture.

*Estimates of acreage of cotton made by the Bureau of Crop Estimates, Department of Agriculture, and statistics of acreage of the same crop compiled by the Bureau of the Census, Department of Commerce—Continued.*

State.	Year.	Estimates, Department of Agriculture (acreage).	Enumeration, Census Bureau (acreage).	Difference.	
				Amount (acreage).	Per cent.
Louisiana.....	1899	1,179,156	1,376,254	-197,098	-14.3
	1900	1,480,781			
	1901	1,586,124			
	1902	1,617,586			
	1903	1,642,463			
	1904	1,745,865			
	1905	1,561,774			
	1906	1,740,000			
	1907	1,622,000			
	1908	1,550,000			
	1909	963,000	967,011	+ 35,999	+ 3.8
	<sup>1</sup> 1910	975,000			
	<sup>1</sup> 1911	1,075,000			
	<sup>1</sup> 1912	926,000			
	<sup>1</sup> 1913	1,244,000			
Texas.....	1899	6,542,306	6,960,567	-418,261	-6.0
	1900	7,175,915			
	1901	7,656,312			
	1902	7,640,531			
	1903	7,801,578			
	1904	8,355,491			
	1905	6,945,501			
	1906	8,364,000			
	1907	9,150,000			
	1908	9,310,000			
	1909	9,334,000	9,680,179	-346,179	-3.0
	<sup>1</sup> 1910	10,660,000			
	<sup>1</sup> 1911	10,945,000			
	<sup>1</sup> 1912	11,338,000			
	<sup>1</sup> 1913	12,567,000			

<sup>1</sup> Figures adjusted to census basis by Department of Agriculture.

Senator OVERMAN. We will be glad to hear the chairman of the Committee on Agriculture, Senator Gore, on this question of the census. He is here and desires to be heard, and if you have no objection, Mr. Secretary, we will hear him now.

Secretary REDFIELD. Oh, with pleasure.

#### STATEMENT OF SENATOR THOMAS P. GORE, OF OKLAHOMA.

Senator GORE. I am much obliged, Mr. Secretary. I want to express my general approval of the proposed taking of an agricultural census next year. There are two or three reasons that recommend the proposition to me. One is that old statistics are no statistics and that statistics of the last census were sometimes not made available. Of course, legislation is supposed to have some relation to facts, and statistics are a peculiar sort of facts, a past sort of facts, that keep; but when they are old they are good neither as statistics nor as history.

The second is that 1909, the year of the last census, was not a typical year; it was below the average, and it was not a true year on which to base an estimate of future years. I have the idea that the year just past, 1914, will be a little above the average and will be, perhaps, not quite an average year for the making of estimates and averages under this census; but, comparing it with the other census, it will form some sort of basis on which to make estimates for the coming years.

There are two or three points in regard to agriculture that are essential. One is the acreage devoted to the different crops. The Agricultural Department makes these estimates on census years, and in the course of ten years the estimates vary very far from the fact. The more frequently these actual censuses can be taken the more accurate the estimates which can be drawn from those censuses, and in the course of a few frequent censuses we might form a broad enough basis on which to make more accurate estimates for the future without such frequent actual censuses; and the question of acreage and the question of production and the question of live stock are all essential for the prosperity of the average year, and to the prosperity of the entire country; and the more often we can have those censuses, especially when revolutions are taking place, extraordinary events such as the war, that modify acreage and production and live stock, the better. We ought to have some way of harking back to the actual facts, and I think that one of the greatest services that the Congress can render to the American farmer is in the working out of some plan for the reorganization of the rural life of this country. That can be done intelligently only by having the actual facts in relation to the agriculture on which to base our recommendations and policy; and for these reasons I favor the taking of this census.

Senator OVERMAN. Do you think the Committee on Agriculture of the Senate is in favor of it?

Senator GORE. That would be a mere guess, Senator, but I have no doubt that it would be; but I make that rather as a guess than as an expression of real information. If the committee desire it, I will poll the committee and ascertain their views, and report back to this committee.

Senator OVERMAN. We should like to know what the feeling of that committee is.

Senator GORE. I have no doubt that the Agricultural Committee would be in sympathy with it. They would desire to be of service to this committee, as they would to the entire Congress. I thank you very much.

Senator OVERMAN. We are very much obliged to you.

Secretary REDFIELD. Thank you, Senator.

## **STATEMENTS OF HON. WILLIAM E. REDFIELD, SECRETARY OF COMMERCE, AND OTHERS—Continued.**

### **BUREAU OF FOREIGN AND DOMESTIC COMMERCE.**

Secretary REDFIELD. The next matter is in the Bureau of Foreign and Domestic Commerce, on page 121 of the bill. The chief items there, gentlemen, are two, in which we are specially interested. I need hardly tell you that the demand upon us from all over the country for assistance in matters of foreign trade is most extraordinary. It is unparalleled, and it is simply hopeless for us to cope with it with the present force we have. Dr. Pratt, the chief of that bureau, who is here, will speak for himself; but I may say that our filing work in that bureau has so multiplied that we are now three months behind in filing our papers, and the result of the larger funds which Congress kindly gave us last year, and the establishment of our own force abroad, has multiplied our work by leaps and



bounds. It has grown tremendously; and we applied, as you will see, to the House for a modest increase in our clerical staff, and did not get anything.

Senator GALLINGER. Has not the war somewhat lessened the necessity for that work?

Secretary REDFIELD. Oh, it has increased, Senator, and is increasing it to an extraordinary degree. The effect of the war has been not that which the press reports, but it has been to bring to us as purchasers the nations who heretofore have largely bought from the belligerents.

Senator GALLINGER. Yes; I understand that. My interrogatory was based on the thought that there must be a lessening in regard to the nations that are at war.

Secretary REDFIELD. Yes; of course.

Senator GALLINGER. But of course it is larger otherwise.

Secretary REDFIELD. These demands are coming from all over the world.

(Informal discussion followed, not stenographically reported.)

Secretary REDFIELD. We asked the House for clerks as follows: One at \$1,800, 2 at \$1,600, 1 at \$1,500, 2 at \$1,400, 3 at \$1,200, 1 at \$1,000, 2 at \$900, 1 messenger at \$840, 1 assistant messenger at \$720, and they did not give us any—not one. Dr. Pratt, will you state what is the condition of the work?

Mr. PRATT. I do not know whether the committee happens to know that I came down here only recently. If you had told me, Mr. Chairman, that I would find here an office working overtime, where the men were coming back at night to work, and working on Sundays, I would have been inclined to smile at the situation; but that is what is actually taking place in our office. Very often we do not get to the day's mail until the day following, and if we do, a man has to stay there in the evening to assort it and get it ready to be dictated; and I have gone back, on several occasions, in the evening and found men working there, long after office hours. As a matter of fact, the war has turned in to us a vast volume of inquiries. We are getting about 1,500 pieces of mail a day, and I think altogether in our correspondence and filing departments there are only about 12 people who are working on that mail. You see, it is something that we simply can not take care of, and the way it operates is this: Many of those requests which come in are for definite and detailed information. For instance, suppose one of your constituents should write in and say that he wants information about the best methods of getting cotton goods into Bolivia; that is a subject which will take a good deal of time to get the real information on—the stuff which will give him valuable information; and we have to dig that out. That takes time, and unless the men can give inquiries of that sort the proper amount of time, the answers are not satisfactory to the manufacturers, and to handle that work we have got to have more people. We simply can not take care of it now.

Take the files, to which the Secretary has referred. We have got to put people on there. We are three months behind on those files. Recently we have had an expert go over those files, and he says that there ought to be not less than four people on those files; that we can never hope to keep up with the work if we have only two on them as at present.

Senator GALLINGER. You asked 14 additional clerks. However, no doubt you are willing to compromise and ask for a less number.

Secretary REDFIELD. I will be frank with you, Senator. We put on there what we thought was necessary to make that force efficient in view of the present and growing work. We shall be very grateful for what we can get, of course. This is not a stuffed estimate. We could use those 14 people and keep them busy at productive labor, and we very thankfully will take what we can get.

Mr. PRATT. We have never been able, on account of our limited force, to develop samples. You know, Senator Smoot, that it is very important we should have samples from abroad so as to show just exactly what the foreign nations are buying. That is something we have never been able to develop.

Senator SMOOT. These 14 clerks will not allow you to develop it?

Mr. PRATT. On the contrary, they will. If we can put them on, we will develop samples. What we plan to do is to make up exhibits of special things; for instance, cotton goods, make up a number of exhibition trunks and send them around to our branch offices and local chambers of commerce.

Secretary REDFIELD. It takes this practical form: A man reorganizing cotton mills in South Carolina came to me—I happened to be lunching with his family—and he said “Can you tell me the goods that I can sell abroad?” It was a straight question. I said, “Yes.” He said, “How?” I said, “I will send them to your office with the man who will tell you what they cost and how to make them, and the whole business.” I could do that thing, and I did it. That is capable of indefinite expansion.

Senator SMOOT. You can not get any 14 clerks there at the price you name who can take cotton goods to a man’s mill and tell him how to make them.

Secretary REDFIELD. No; but those 14 will keep the records of the man who can. The man I speak of was one of our two cotton experts, a practical cotton manufacturer, who has been with us for years. We want these people to keep the records of the men who can do this work.

Senator SMOOT. That is merely for the mechanical work?

Mr. PRATT. Yes; to keep the records for the experts.

Secretary REDFIELD. I am perfectly willing, and I think Dr. Pratt is willing, to leave it with the committee with this statement. There we are; we are up against it and we need more help, and we could use every one of those 14 persons effectively, and we would be glad to have any additional to what we now have. I think that is the situation.

Senator GALLINGER. Did you make the same representations to the House committee as you have made here?

Secretary REDFIELD. Indeed we did, but not in the same detail, Senator.

#### PROMOTING AND DEVELOPING FOREIGN AND DOMESTIC COMMERCE OF THE UNITED STATES.

Secretary REDFIELD. The next thing is that we ask \$100,000 for promoting and developing foreign and domestic commerce of the United States. We estimated \$100,000 for that. That is on page

122. Later on we estimated the same amount for Latin America. They gave us an increase of \$25,000 for Latin America, and did not give us anything for increasing the commerce of the United States with other foreign countries. We think we should have that.

Senator SMOOT. That is over last year's appropriation?

Secretary REDFIELD. Yes; over last year's appropriation. We would very earnestly request that we may have the \$100,000 for the whole world outside of Latin America. We certainly can not complain of the \$75,000 for Latin America, but it puts us at a disadvantage for the whole of the rest of the world, and at this particular time, for the rest of the coming year Europe, Asia, and Africa are apt to be quite as important as Latin America, and we should earnestly recommend your giving us \$100,000 for promoting the commerce of the United States with the rest of the world. That is an item on which I put a great deal of weight. In case of a stoppage of the war during that period we would need it more instead of less.

(At 11.15 o'clock a. m. the subcommittee went into recess, and at 11.30 o'clock a. m. it resumed its session.)

#### CLERICAL ASSISTANCE IN WASHINGTON, D. C.

Secretary REDFIELD. We come back now to that item at the top of page 122, of \$100,000, where we ask to have \$25,000 added, as I said, we regard that as of the utmost importance, and we should like to have added there a clause to this effect, "and not to exceed \$5,000 for clerical assistance in Washington," as a part of the added \$25,000.

Senator BRYAN. You want that added in line 11, after the word "appropriation?"

Secretary REDFIELD. Yes. In explanation, on the same page you will notice at the right-hand side of the page certain things omitted from the House bill, and I want to speak of an actual existing circumstance, and show you the position in which we are put by the present law.

Senator OVERMAN. You want this language inserted which was left out?

Secretary REDFIELD. Yes; that at the top of the page I am speaking of now.

Senator OVERMAN. Yes.

#### EXPENSES OF EMPLOYEES ATTENDING MEETINGS AND CONVENTIONS.

Secretary REDFIELD. We are put to great difficulties by the present law, which forbids the paying of expenses of employees of the department at any meeting or convention. On the 20th of January—of this month—there will meet in St. Louis the second National Foreign Trades Convention, and I am going to open that convention, and they have particularly requested certain officers of our department to be there. It is a purely commercial occasion. It is a part of our duty to go there. The law forbids our having our expenses paid. I have two choices. One is to find some other business in that city for which I can send men there, for which they can have their expenses paid, and the other is to pay those expenses myself. That is the exact situation in which we are placed. We send men all

over the world to collect information. That information is wanted in your State by some body of business men. The law forbids the paying of the expenses of a man to go and give that information to them, and we think that is not entirely proper. That is why we put this clause in there.

Senator SMOOT. Just casually reading it, it goes further than that, does it not, Mr. Secretary? The item here says:

For all actual, necessary expenses, including field investigations at home and abroad, personal services in Washington, District of Columbia,

And so forth.

Secretary REDFIELD. That which you have read so far is a part of the existing law. This is simply to make a new paragraph; to add something there.

Senator SMOOT. As a proviso:

That employees of the Bureau of Foreign and Domestic Commerce when traveling on official duty outside of the United States may be allowed, in addition to traveling expenses, actual subsistence expenses not to exceed \$6 per diem.

Secretary REDFIELD. No. It reads:

Expenses of officers and employees of the Bureau of Foreign and Domestic Commerce on attendance, in connection with their official duties, at meetings and conventions of associations for the advancement of commerce, when authorized by the Secretary of Commerce.

That is what we want.

Senator BRYAN. Lines 1 to 3 at the top of page 122 give the power, do they not?

Senator SMOOT. Beginning with line 1, at the top of page 122, it reads:

To further promote and develop the foreign and domestic commerce of the United States, \$75,000, to be expended under the direction of the Secretary of Commerce.

Secretary REDFIELD. Yes; but there is another law now which forbids us spending any of it for expenses at meetings. If you add after the word "commerce," on the third line, the words "including the expenses of officers and employees of the Bureau of Foreign and Domestic Commerce on attendance, in connection with their official duties, at meetings and conventions of associations for the advancement of commerce, when authorized by the Secretary of Commerce," that would cover the whole thing.

Senator SMOOT. Yes.

#### PER DIEM ALLOWANCE FOR SUBSISTENCE OF EMPLOYEES TRAVELING ABROAD.

Secretary REDFIELD. The next thing is that our men can not live in cities abroad, like Madrid and London, when they are traveling for short periods, on \$5 a day. They simply can not do it. They can come within that allowance when they stay for an extended time in one place, but they can not when they are traveling and stay only a short time in one place. It certainly does seem to us that the former law should be restored there, or we should have the privilege of allowing a man to spend \$6 a day. I will come back to that in connection with the hardship that it works to other people, later on.

Senator BRYAN. You want this proviso in there?

Secretary REDFIELD. Yes. There is nothing in connection with the cost of production that we care to speak of at all?

Dr. PRATT. No.

#### COMMERCIAL ATTACHÉS, CLERKS FOR.

Secretary REDFIELD. There is nothing to be mentioned until we come to commercial attachés, at the bottom of page 123 and the top of page 124, where we would request that the words "one clerk to each of" be stricken out, down to "\$1,500 each," and substitute the words "and clerical assistance." There are two reasons for that which have arisen from our experience in the service. The first is the impossibility, usually, of getting men at \$1,500—trained men who can speak the language and who are also American citizens. For example in South America or in Europe it is not easy to get men, we find. Sometimes we can and sometimes we can not.

Then there is another case which has arisen; in China it is absolutely necessary, in addition to an American citizen as a clerk, to have also a Chinese assistant who can translate Chinese papers; and under the present law we would be forbidden to retain him, however temporarily; so that we should like to have a little more latitude there. There are places where we might need temporarily more than one man. You see we are limited now to one clerk, and at a fixed amount. We do not desire to change the appropriation, at all.

Senator SMOOT. But you do desire to change the limit of salary?

Secretary REDFIELD. The limit of salary.

Senator SMOOT. And the limit of the number of persons?

Secretary REDFIELD. And the limit of the number of persons.

Senator OVERMAN. You want added there the words, "clerical assistance?"

Secretary REDFIELD. We want substituted the words "clerical assistance," instead of the words "one clerk to each of said commercial attachés to be paid a salary not to exceed \$1,500 each." We have a man in the field there, and if he could not have a Chinese clerk he would be almost helpless, or at least if he did not have the privilege of employing him temporarily when he is on duty. We have an attaché there who speaks Chinese himself perfectly well. That covers all of that bureau.

#### STEAMBOAT-INSPECTION SERVICE.

Secretary REDFIELD. On the question of Steamboat-Inspection Service, which begins on page 124 of the bill, the thing upon which I personally put great weight is the addition of two \$900 clerks in the office at Washington. It is partly my own fault that they are not in there.

Senator OVERMAN. That is not estimated for.

Secretary REDFIELD. Yes; it was estimated for and was cut out. We asked for three clerks, at \$900, and they gave us one that we had before. This is on page 124, line 12. I want to show you practically one of the reasons why we need those men. This is a little thing that I call my gallows [indicating board with fusing plug attached]. That has hung in my office, and you see that it is marked "A murderer; hung for killing 11 men." I need not go into the



story, but that is a fusible plug which should have blown out, and it failed to fuse, and the boiler blew up and killed 11 men. The result of that was to call our attention to the loss of human life, and that was a very bad example, but it means that we have got to watch those fusible plugs, and we have got to give a lot of detailed attention to it, and it means that the plugs that go into every marine boiler in the service of the United States must be examined and kept inspected. We have done that, but we can not keep it up, because these two men are needed to follow that work. There are between 150,000 and 200,000 of these fusible plugs in use as safeguards, and we have to keep a record of every one of them. It is the only certain way to do it. They have to be replaced once in so often under our rules.

Mr. UHLER. Those plugs are sent to the Bureau of Standards for analysis as they come in. It might be interesting to the committee to hear about that.

Secretary REDFIELD. Yes.

Mr. UHLER. A fusible plug is a safety device that has been in use on American boilers for years and years. The rule applying to the manufacture of that device is that the casing shall be of bronze, which you see there, and that the filling shall be of Banca tin. We say that it shall be of Banca tin because that is the best metal for that purpose we know. I think it melts at about 234 degrees, does it not, Dr. Stratton?

Mr. STRATTON. Yes.

Mr. UHLER. So that when the water gets down to a certain dangerous point in the boiler, this metal fuses and runs out. It acts as a guard and an indication of low water, and also has an action to retard the fires. We have always demanded that the manufacturers of fusible plugs submit an affidavit showing that the fusible plugs are made in accordance with the rules and regulations of the Board of Supervising Steamboat Inspectors. We found a plug in a boiler that would not fuse in a blacksmith's forge. We have tried it up to 1,100 or 1,200 degrees, and there is the plug there that refused to fuse because it was not made of tin.

That suggested that there must be a change, and a radical change, in these plugs. We could not let go of the idea that they were a safety device, because that is the best safety device we have to-day, without a doubt, notwithstanding the fact that the British Government does not use them and neither does the German Government; but we do. We issued an order, a regulation, cutting out all of the old plugs that had been manufactured, and said, "You must manufacture plugs in this way hereafter, and you must submit to the bureau one sample plug for every 20 that you make, or fraction thereof"; so that a man making 100 fusible plugs had to submit 5 plugs to the bureau. Those plugs are sent to the Bureau of Standards, where they are split to notice their internal construction. They are then tested for their fusing point. They are then tested as to the chemical composition of the filler, to find out whether or not it is Banca tin. That work alone has entailed upon the central office here in Washington the almost exclusive attention of two men. Sometimes we will get 100 of these plugs in a day and always 15 or 20 or 30 or 40, whatever number it may be. They have to be recorded, and a note has to be made of them, and there has to be a proper disposition, and when they are sent to the

Bureau of Standards a record is kept of them, and also a record is kept upon their return. Notices are sent out to the different local inspectors, who see that the plugs that enter into the boilers have the proper stamp. They are allowed to remain there four months, when they are taken out and renewed, and the plugs are sent back to the Bureau of Standards again to demonstrate what action has taken place on these plugs. That is work that we are engaged in to-day, and I guess probably the Bureau of Standards has in the neighborhood of 5,000 or 6,000 of these plugs under test and demonstration to-day. That is only one part of the necessity for extra clerical assistance.

In the Bureau of Steamboat Inspection we have 40 different offices in different parts of the country. We have a corps of assistant inspectors. Every action of those local inspectors in the field is made a matter of record in the central office—the licensing of the men, the inspection, the issue of certificates to steamboats, good service—everything in the field is made a matter of record in the central office, so that we can refer to a file and find at our fingers' ends almost any information that is called for instead of having to wait probably 10 or 12 days for information from the Pacific coast, or 3 or 4 days for information from the western rivers, or 3 or 4 days for information from the eastern coast.

The Steamboat Inspection Service is deserving, I think, of this clerical assistance. It does not disburse a great deal of money for the work that it does. Only a little bit over half a million dollars sustains the whole work of that service, and we have appealed for this because it is necessary; and I do not think it is out of place for me to say here that in that service there is not one penny of money expended for any purpose whatever except upon the authority of the Secretary. If the money were mine I could not keep any closer tab on it than I do. Years ago when we were under an indefinite appropriation the same spirit prevailed. The definite appropriation made no difference to us, Senator, except an absolute definite appropriation instead of an unlimited appropriation. We have asked for these clerks because we think that they are necessary. If we had not thought so we would not have asked for them. The House has cut them off.

#### ASSISTANT STEAMBOAT INSPECTORS.

Secretary REDFIELD. What do you want to say about the assistant inspectors, at the bottom of page 124?

Mr. UHLER. I think we ought to have every one we have asked for, Mr. Secretary. If it had not been necessary we would not have asked for them.

Secretary REDFIELD. Are your men working overtime?

Mr. UHLER. They are. They are working nights and Sundays, all overtime. We have got a condition that is now coming to us on the Lakes which will begin a little while after this month, when all of that great fleet of Lake vessels will have to be inspected, and unless we get some more assistance we will have to do as we did last year—that is, send men from Philadelphia and Boston and New York up to wherever the situation on the Lakes requires them, and impair our service at the other points.



It may be interesting to you to know that our men on the Lakes often leave home at 5 o'clock in the morning in order to catch trains going to certain points down the Lakes and do not get home until 10 or 11 o'clock at night and sometimes midnight. The local inspector in one of our Lake ports, in Cleveland, told me a little while ago that he was not complaining about the work he was doing, that he would go to his limit, but it was a fact that he had not been home to his supper for three months, simply because the work of the service would not allow him to do it. Now, that is too much. We are doing all that we can with the force at our command, and we are not doing enough, or we are not doing what is demanded of us, except under these conditions of in many instances extreme distress.

About the additional clerks in the field—we ought to have those clerks. The work generally of the service is increasing all the time and increasing at a rapid rate. We have not enough clerks. This item is on page 125. We have been trying from time to time to get more clerks, but there does not seem to have been the inclination of the House to give us these clerks. We feel that we ought to have them. And I want to say sincerely here to the committee that I would never ask an appropriation from the United States Government for anything that I did not think was absolutely necessary and I have never done so.

Secretary REDFIELD. I have been, Mr. Chairman, in all our offices on the Pacific coast as well as most of those upon the Atlantic and the Lakes, and I can confirm from my personal observation the facts of which Gen. Uhler speaks. Our inspectors for whom we ask an additional force on page 124, are many of them for months together working 12, 14, and 15 hours a day. It is too much; and they are obliged, after working often 10 to 12 hours in the field inspecting vessels, to go home at night and do their own clerical work. They do not have the clerks to do it. That is the case in the city of Buffalo. It was a month ago when I was there. Gen. Uhler would say, I am sure, that I sifted these estimates before they went to the House committee.

Mr. UHLER. I can testify to that.

Secretary REDFIELD. I cut them down ruthlessly, it seemed to me, and I have not on my conscience the stuffing of any of them. None was added to with my approval; everything was cut down by me before it went in; and we need this. We have in the service the care of the lives of hundreds and millions of people every year. I am holding the service up, as Gen. Uhler knows, of which he cordially approves, and which he will agree is necessary and meets with response.

Mr. UHLER. Yes, sir.

(The following was submitted by Mr. Uhler:)

#### STEAMBOAT-INSPECTION SERVICE.

Two additional \$900 clerks for the office in Washington.

The fusible-plug rule requires a certain standard for all plugs used in marine boilers. Samples of the plugs manufactured from each heat are examined in the Bureau of Standards to determine whether they are properly stamped as to the quality of the metal used. A record is kept of each fusible plug inserted in a marine boiler, and under the rules the plugs have to be renewed after being in service for a certain period. As there are between 150,000 and 200,000 fusible plugs in use in boilers subject to inspection by the Steamboat-Inspection Service, it can readily be understood that

properly perform the clerical work in connection with this work additional clerical help is necessary.

The general office work of the Steamboat-Inspection Service is also growing. A tabulated statement appears on page 130 of the House hearings.

Additional assistant inspectors required for service at large (new places): Six at New York, N. Y., at \$2,000 each; two at Providence, R. I., at \$1,800 each; two at Cleveland, Ohio, at \$1,600 each; two at Portland, Oreg., at \$1,600 each.

The department also desires to transfer six assistant inspectors from Milwaukee, Wis., as follows: Two to Chicago, Ill.; two at Grand Haven, Mich.; two to Detroit, Mich.

#### SUBSISTENCE ALLOWANCE OF EMPLOYEES IN ALASKA.

Secretary REDFIELD. The service is quite as fine as any other service in every way, and we are driving them too hard and making them work to exhaustion. With the Steamboat-Inspection Service I want to present to your consideration this final item on page 125 and show you what this \$5 a day limit is actually causing us to do. Gen. Uhler, how much do these local inspectors' clerks get—\$1,200?

Mr. UHLER. Where is that, in Alaska?

Secretary REDFIELD. Yes.

Mr. UHLER. At St. Michael?

Secretary REDFIELD. Yes.

Mr. UHLER. He gets \$1,400. He was promoted in July last.

Secretary REDFIELD. In the month of July, under the statutory limitation of \$5 a day for subsistence, there was taken out of one man's salary \$51.80, which he had been obliged to expend for the service of the United States. He could not help spending it. In the same month we had to take out of the salary of a local inspector at St. Michael, Alaska, \$51.52 for the same reason. In August we took out of the same clerk's salary again \$13.93. These are the original vouchers in each case which I have here.

Senator SMOOT. Those instances all happened in Alaska?

Secretary REDFIELD. Yes; that is why I am speaking of Alaska. You will observe that the clause at the right in the slip pasted in the bill refers only to Alaska.

Mr. UHLER. The limitation was raised some time ago by departmental regulation from \$5 a day to \$8 a day, and these men were still working on the proposition of \$8 a day until July 1.

Senator BRYAN. Do all those people fall under the designation of traveling?

Secretary REDFIELD. Yes. Those men all have to move. They are all moving men; and I am perfectly willing to have added to that clause, if you please, the words "when authorized by the Secretary of Commerce." I am perfectly willing to take the responsibility of the expenditure, and make it as clear as it can be.

Senator BRYAN. I do not think Congress wants those men to pay expenses beyond what they get.

Secretary REDFIELD. I do not think so.

Senator BRYAN. The only difficulty is, if you give them \$8 a day, they will spend the \$8.

Mr. UHLER. They do not do it.

Senator BRYAN. If you give them \$5 a day except where the Secretary approves—

Secretary REDFIELD. Make it require the written approval of the Secretary of Commerce.

Senator SMOOT. What is the highest amount you have ever had expended in a month over \$5 a day?

Secretary REDFIELD. \$58.91.

Senator SMOOT. Then \$7 a day would cover the highest expenditure that you have had?

Mr. JOHANNES. This was under the law which compelled them not to spend in excess of \$5 a day. The chances are that they limited themselves to the least possible amount.

Senator SMOOT. That is what we would want them to do, under any circumstances.

Secretary REDFIELD. That is right, too.

Mr. UHLER. If we should say to these men, "You must go to Alaska and travel on \$5 a day," I have my doubts as to whether or not those men will undertake the service at \$5 a day. This excess was incurred in some instances in this way. We have been allowed in Alaska, at St. Michael and the Juneau ports, and other places, up to the time of the passage of this law, \$8 a day. It was increased three years ago to \$8 a day, because they could not live and pay their traveling expenses on \$5 a day; that is, their subsistence limitation was increased to \$8 a day. In the last bill which came to us, I think in June, the proposition of \$5 occurs everywhere. We immediately wrote the supervising inspector in San Francisco and these ports that on July 1 these expenses would be limited to \$5 a day. At that time these men were off in the wilds of Alaska; we did not know where they were. The supervising inspector himself did not know where they were. He knew they were over in the Iditerod country somewhere. They were due there. They had come down on the Tanana and come down to Fairbanks, and were there in the Iditerod country, and we could not reach them; so that the fact was that this notice did not reach these men, Senator Bryan, until they got to their headquarters in St. Michael. In the meantime they had been going on the limitation of \$8 a day.

Senator OVERMAN. Are those vouchers that you bring here from those men who had no notice?

Secretary REDFIELD. Yes.

Senator OVERMAN. How about men who had the notice as to the limit of \$5 a day?

Mr. UHLER. Those are the only ones in Alaska. Those are the only men there.

Secretary REDFIELD. They will have to go ahead and pay their own bills.

Senator SMOOT. I recognize the fact that living in Alaska is extremely high, and, of course, there ought to be some modification made for the men who are compelled to travel there; but I would want certainly to have some limit.

Secretary REDFIELD. By all means. I think it ought not only to be limited, and I think that the greatest publicity should be put upon it.

Senator OVERMAN. They will spend the limit. If you give them \$8 they will spend \$8.

Mr. UHLER. No; they do not, Mr. Chairman, because they have got to render vouchers.

Secretary REDFIELD. They have got to make vouchers showing everything.

Mr. UHLER. Their vouchers are all itemized, and they do not spend merely a lump sum of \$8 a day for subsistence, but they have got to put in so much for breakfast, so much for dinner, and so much for supper, and so much for lodging.

Senator OVERMAN. Sometimes I have known men to charge in cigars, and all sorts of things, with the dinner. You do not know whether they do that or not?

Secretary REDFIELD. No; I do not know.

Mr. UHLER. No; you do not know because you are not there to see their checks, of course; but as a general proposition I think that it is better, when we know men, to acknowledge their honesty if we are satisfied.

Senator OVERMAN. Oh, I have known instances of that sort myself among these revenue officers.

Secretary REDFIELD. Suppose I suggest this to your consideration:

*Provided*, That employees of the Department of Commerce when traveling on official duty in Alaska may be allowed, in addition to traveling expenses, actual expenses for subsistence not to exceed \$7.50 per diem, when specially authorized in writing by the Secretary of Commerce.

I submit that for your approval. Of course, you understand that this subsistence covers laundry bills and hotel rooms and fees that they may have to pay, and everything else.

Mr. UHLER. I happen to know a little about Alaska. I have been through Alaska from Cape Prince of Wales to White Horse. I have been through the Yukon and up the Tanana, and I happen to know something about what it costs men to travel and live in Alaska.

Secretary REDFIELD. Mr. Uhler, did you want to say anything about the contingent expense item?

Mr. UHLER. Yes; I should like to say something about that, Mr. Secretary. We will have to have more money or else work on an urgent deficiency.

Secretary REDFIELD. That is the item at the bottom of page 125, Mr. Chairman?

Senator OVERMAN. Yes.

Secretary REDFIELD. It was \$85,000 we estimated for, but it was cut down to \$80,000. We ourselves trimmed that down pretty sharply beforehand.

We are asking for a deficiency this year to make good. The appropriation was \$80,000, and we are asking for \$10,000 deficiency this year.

Senator OVERMAN. Why did you ask for only \$85,000 here?

Secretary REDFIELD. Because we thought we could get along. That is up to me. I cut it to \$85,000 and told them they would have to get along with that.

Mr. JOHANNES. The bureau asked for \$100,000.

Mr. UHLER. We asked for \$100,000 and the Secretary cut us down to \$85,000, and I was very much concerned about it when he did it, because the expenses are increasing and work is increasing very much, and our contingent fund is not enough to really meet that expense.

There is another thing, the Steamboat-Inspection Service is not a service that can be anticipated from month to month in its expenditures. There are things that come up sometimes which we do not anticipate and that we can not meet. We have an investigation,

perhaps, and we may have to send a number of inspectors off to another part of the country. Those inspectors being away from home, as a matter of course have their board paid, they have their traveling expenses paid, and everything like that, which entails an additional expense outside of the regular increased expenses that are already precipitating themselves every day.

I hate to be tied down to, we may say, a few dollars. I have not even got that. I expressed myself some time ago to the effect that there would never be a deficit in my service, but when it came to the time that we had to expend the money that was allotted to us, that we were stopped until we got some more money. Under a strict construction of the law I would have been perfectly justified in doing that. As the head of an administrative bureau of the department, I am told that I must not spend any more money than is allotted or appropriated to me to spend. I say that I have said that I would never incur a deficit. I am afraid that I will have to take that back, because, under the conditions we will have to incur a deficit or else stop work. We can not afford to stop work on the Steamboat-Inspection Service. There is too much at stake; there is too much property; there are too many lives. We carried pretty nearly 400,000,000 passengers last year and took care of them pretty well?

Senator OVERMAN. How many millions?

Mr. UHLER. About 400,000,000 passengers, and we took care of them pretty well, with a loss of life of about 300, which included accidents and included a few suicides, accidental fallings overboard from vessels, and so forth. Everything of that kind is charged to our service. It makes no difference how the person loses his life, it is charged to the Steamboat Inspection Service because he was aboard one of our boats.

Secretary REDFIELD. They have to report to me every accident, and it is all on record.

Mr. UHLER. We have to report every one of our accidents to the Secretary of Commerce, let them be little or appalling, as the circumstances may be, and the Secretary has on more than one occasion said to me: "What is your conclusion on this?" I would say, "Well, we have concluded that this fire or this accident occurred from causes not known to us." The Secretary would say, "That does not satisfy me, Mr. Uhler. You go at this again and find out what was the cause of it. I want to know." It entails an investigation of some considerable expense, perhaps.

Secretary REDFIELD. Let me give you an illustration of what Gen. Uhler speaks of in the way of emergency work. Mr. Charles F. Mellen on the witness stand before the Interstate Commerce Commission testified under oath that the steamers navigating Long Island Sound were fire traps. Immediately one of the large New York papers sent me word that they thought it was my duty to require that to be investigated. I thought it was, too, and I had to take the two offices of New York and Boston, with the heads of those offices, and a great many of the staffs, and investigate searchingly and in detail 25 large steamers, and it took a good many weeks of expert work. That came upon us like a flash, because Mollen happened to use that language before the Interstate Commerce Commission. You yourselves would have judged that we were derelict if we had not searched that to the bottom.



Senator BRYAN. I do not know; if you thought it was not so—

Secretary REDFIELD. We felt that it was not so.

Senator BRYAN. You had inspected them. That would seem to imply that your inspection was not worth much.

Secretary REDFIELD. But suppose that an accident had occurred a month later, and we had not done anything in the meanwhile?

Senator BRYAN. I should have thought that you would have had the information in the department there, and could have immediately branded that statement as a falsehood.

Secretary REDFIELD. We had in a general way; but here was the man that owned the line making that statement.

Mr. UHLER. Here was the president of the line, the boats of which had been inspected a few days before, who made that statement.

Senator BRYAN. You had had them inspected?

Secretary REDFIELD. We had; and we had them inspected again by higher officers. I think that is all on that.

## BUREAU OF NAVIGATION.

### CLERK HIRE.

Secretary REDFIELD. Next is the Bureau of Navigation. Mr. Chamberlain, the Commissioner of Navigation, will tell you about that.

Commissioner CHAMBERLAIN. The items here, Mr. Chairman, are small fortunately, but they are very important to us. On the top of page 126 we need one clerk at \$1,800 for a year, and another man for six months of a year, and the total expenditure is \$2,250 a year. I need hardly say to you that the enactment of the American ship registry law has brought a very heavy volume of work on this bureau, and we have no additional force with which to do it.

Senator SMOOT. You want an extra clerk of the fourth class?

Secretary REDFIELD. Yes, and one other clerk at \$900 for six months. Those are very seriously needed. The commissioner has been doing so much personal work there that I have twice been obliged to send him away from town to get some rest that he did not want to take, to keep him from overworking himself.

The next matter is the question of clerks, in paragraph 3, line 15, where you notice that we asked \$36,800, and they gave us \$35,000. What we want there is two clerks at \$900 each, one at New Orleans and one at New York. That is especially because of the new shipping law, the law of American registry, and I must say that my conscience disturbs me now on that matter, because in New York they asked for five clerks, and they have a good, efficient office there, and I myself cut them down to one clerk and then I did not get that. I thought that was hard. We need that man. There is a cut there of \$1,800. Those two men are very much required.

Senator OVERMAN. Under contingent expenses there is an estimate of \$7,000, and they gave you \$6,000.

Secretary REDFIELD. The reason for that is that on these new ships admitted to American registry the law requires that the new crews should all be shipped under the shipping commissioners. Consequently that throws on these shipping commissioners work,

since that law took effect, that they have never had to do before, and that is why these two men are so urgently required.

The item of \$7,000 for contingent expenses which was made \$6,000 is apparently an extraordinary item, but I do not think the Congress of the United States likes to have its officers paying for all the little details of their office out of their own pockets, soap and sponges and towels and everything of that kind. That is what we have to do now—what we have been doing for years, and I do not think it is square. That \$1,000 would help us out. It is a little matter, but it is a matter I feel quite confident of your approval on.

#### TEMPORARY EMPLOYEES.

The only other thing in that service that I recall at the moment is on page 127. You will observe an appropriation of \$15,000 there. That followed our estimate, as I remember it.

Senator OVERMAN. No; the estimate was \$18,000.

Secretary REDFIELD. It follows the original estimate, which was based on the statement of the Treasury Department that that was what they had had; but they had made a clerical error, omitting certain men in the estimate they sent out, and the \$18,000 should have been their estimate. We sent it in that way, but the error was accepted by the committee, and we lost our \$3,000.

Mr. JOHANNES. We submitted this year's estimate of \$18,000. The error occurred in the estimate which was made for the deficiency bill.

Senator OVERMAN. You say there was a deficiency in this item before?

Mr. JOHANNES. No, sir; this matter came up suddenly after the legislative bill had already been agreed to, and the \$15,000 appropriation was given us in an emergency bill, and that \$15,000 was based on the estimate of the Treasury Department of the people they had employed on this work, which was wrong by \$3,000.

Secretary REDFIELD. That is it. It is just a case of a mistake. There is no increase in the service, which has heretofore been rendered at \$18,000. This came up on the deficiency bill, because of the decision of somebody that we had to do this work instead of the Treasury Department.

Now, Mr. Chamberlain, you had a matter that you wanted to speak about in connection with wireless telegraphy?

Mr. CHAMBERLAIN. Only in connection with that contingent item of \$6,000. That, for years, was \$7,000, and some five years ago the House committee resolved to reduce the number of shipping commissioners, which was well enough. They struck out three or four of these shipping commissioners whose salaries are enumerated. I told the committee frankly that if they proposed to abolish the offices they could reduce the contingent fund proportionately. That was all right. They suggested a reduction of \$1,000. The bill then reached the Senate committee, and the Senate committee at that time restored the abolished offices, but did not restore that \$1,000, which I had voluntarily asked them to cut out on the theory that the offices were to be abolished. The result has been that many of these men now are paying their own office expenses and paying their own rent. The salaries that are down there are not the salaries that they get. They pay their rent.



Senator SMOOT. Let us, then, abolish the offices.

Mr. CHAMBERLAIN. Do one thing or the other. The present situation is intolerable.

Senator SMOOT. Where are those offices?

Secretary REDFIELD. There are three of them—one at Bath, Me., one at Pascagoula, and one at Gloucester. Then we will get along with that \$6,000.

Senator BRYAN. Why do you want to abolish those offices?

Secretary REDFIELD. They do not do much work.

Mr. CHAMBERLAIN. At least they do the least work of any.

Secretary REDFIELD. It could all be done elsewhere.

Mr. CHAMBERLAIN. I think those were the offices that we asked to be abolished later, when the reduction of the appropriation was made.

Senator BRYAN. The service will not be crippled, if we cut out those three?

Secretary REDFIELD. No, indeed.

Senator BRYAN. The amounts are what?

Senator SMOOT. \$1,000, \$600, and \$300, making \$1,900 in all.

Mr. CHAMBERLAIN. You can see for yourself what they do. There is a detailed statement of the work that they do.

Senator SMOOT. This had better be put in the record, so that we can have it before us.

Secretary REDFIELD. In that case, we will be content with \$6,000.

(The paper referred to is as follows:)

*Shipments, discharges, and expenditures.*

Port.	Dis- charged.	Shipped and re- shipped.	Total.	Total amount of salaries paid.	Average cost per man.	Employ- ees.
Baltimore.....	1,901	3,027	4,928	\$2,085.00	\$0.42	1
Bath.....	252	1,264	1,516	1,000.00	.66	.....
Boston.....	7,551	13,473	21,024	6,327.50	.30	3
Gloucester.....	252	1,951	2,203	600.00	.27	.....
New Bedford.....	322	833	1,155	1,047.75	.91	.....
New Orleans.....	4,913	6,653	11,566	2,700.00	.23	1
New York.....	101,353	102,994	204,347	15,778.37	.08	10
Norfolk.....	858	2,445	3,303	1,500.00	.45	.....
Pascagoula.....	245	325	570	300.00	.53	.....
Philadelphia.....	6,773	8,560	15,333	6,000.00	.39	3
Portland, Me.....	1,360	2,604	3,964	2,200.00	.55	1
Port Townsend.....	24,805	24,662	49,467	9,596.33	.19	6
Providence.....	313	2,856	3,169	2,300.00	.73	1
Rockland.....	445	1,512	1,957	1,220.25	.62	1
San Francisco.....	27,953	26,425	54,378	10,820.00	.18	6
Total.....	179,188	199,584	378,772	63,475.20	.17	33

Senator BRYAN. Is there anything more there?

ENFORCEMENT OF WIRELESS-COMMUNICATION LAWS.

Mr. CHAMBERLAIN. Only for the wireless we asked for a larger sum; but we do not propose to press that as matters stand. We have our wireless force, and I think I can say with entire confidence that while it is a small force, I think we have the best men in the country. It consists of a staff of men that is superior to the force of the Marconi Co. and is superior to the force of the Navy; but the Navy are paying more than we are and they are going to get our men; that is the upshot of it. We are not pressing that.

## ENFORCEMENT OF NAVIGATION LAWS.

Secretary REDFIELD. Then, there are the clerks in the shipping commissioner's offices.

Mr. CHAMBERLAIN. The work is falling behind too fast there. We can not keep up with it.

Secretary REDFIELD. Then, there is the difference between \$15,000 and \$18,000 a year, the total amount being very small.

Senator OVERMAN. Is there anything else?

Secretary REDFIELD. No, sir; that is all under the Bureau of Navigation.

## BUREAU OF STANDARDS.

Secretary REDFIELD. The first item under the Bureau of Standards Mr. Chairman, is a new item which has come in quite recently, and in view of its urgent importance I would like to have you hear a word of explanation a little more frank than I could put in a written statement.

[This refers to estimate of \$25,000 submitted in House Doc. No. 1470 and fully explained there.]

[Informal conversation followed.]

## NEW SALARIES ESTIMATED FOR 1915 AND OMITTED BY HOUSE BILL.

Senator SMOOT. On page 128 there is a list of new salaries estimated for and omitted by the House. Do you want to discuss that?

Mr. STRATTON. I feel this way; knowing the situation and knowing the desire to cut down, I do not want to give the impression that we do not need these things, but it is our desire to abide by the decision of the House committee, with the exception of one or two special items.

The Bureau of Standards is called upon in much the same way that the Agricultural Department is called upon, to assist manufacturers in a general way.

Of course that is confined to problems that come up in connection with materials and for the sake of getting information that goes to a large number of manufacturers. They are not individual cases nor individual testing. We submitted several of those projects, the bureau has had several under previous appropriations, and these are at the top of page 132, on the slip that is pasted on that page.

## RADIO COMMUNICATION.

There is one out of the lot that is exceedingly important, viewed from the standpoint of the public interests, and that is radio communication. The situation is this. There are five or six departments interested in radio communication. The Bureau of Navigation comes to us for all of the technical advice regarding that matter. The question has become an exceedingly important one, not only in regard to safety, but in our military services, and its success is going to depend, and has depended in the past, upon scientific investigation. It is dependent upon it. It has got to be based upon it. The inspectors of Mr. Chamberlain's have no business going around saying what apparatus shall be used, and we in our department have no business making recommendations unless the action is based upon

scientific principles. The Government has recognized this in our bureau as much as it can. We have one good man, an expert, who turned down, just a few days ago, a salary of \$3,500 with a private concern outside. It think he is getting with us \$2,700 a year.

But the point I want to make is that Government wireless work should be operated upon scientific principles. It is scientific work, and the work of the Navy and of the War Department and the Bureau of Navigation all has to do with the technical applications. It does not go into the scientific investigations at all.

Senator OVERMAN. Is there any duplication of work?

Mr. STRATTON. None whatever. These bureaus all come to us for these things now.

This estimate was before you last year, and it was accompanied with letters from all the departments concerned. The Post Office Department is vitally interested in this.

Secretary REDFIELD. I call your attention to House Document No. 849. There is an appropriation now pending in the sundry civil bill for a radio laboratory at the Bureau of Standards, which is accompanied by letters from the Secretary of War, the Secretary of the Navy, and the Secretary of the Treasury.

Senator OVERMAN. If you get that you will not need this?

Mr. STRATTON. Oh, yes. This is for the building of a laboratory in which the departments will combine and do their experimental work; but this \$10,000 refers to investigations in that branch of physics called electricity, and that is the basis of wireless work; and our progress in wireless work will be successful just as it is based on that fundamental work. It is true of many other things in the Government service, and here is one in which it is essentially true. We wish to place those services in good condition. That is especially true of our own Bureau of Navigation. That bureau is intrusted with the administration of the wireless laws, so far as they relate to the public. The public does not go to the Navy Department nor to the War Department, and those experts that Mr. Chamberlain speaks of are called upon to pass upon apparatus of the German ships and of the ships of other countries, where they have the service of the best scientific men obtainable, and there is no doubt in my mind that that must come, and the great danger is that if it is not done by the Bureau of Standards it will not be done at all.

Senator OVERMAN. You want to make new discoveries?

Mr. STRATTON. Yes; new discoveries in that line. That whole work is built up on new discoveries, and these are not the discoveries that come from practice; we are not going to compete with the War Department or Navy Department or other departments in experimental work at all. The experimental work that the War Department or the Navy Department does to a certain extent is carried on at the bureau. Each department has a room out there in which their experts work, right across the hall from our own, but our work is confined solely to the scientific investigations in connection with it and the assistance that the Bureau of Navigation needs in handling its inspection service.

Secretary REDFIELD. We are quite willing, Mr. Chairman, to cut out for the present——

Senator SMOOT. The other four items?

Secretary REDFIELD. The other three items; but we would like to urge the final item. I wish you would state to the committee, Dr. Stratton, what you have materially accomplished there in this last month on the investigations in regard to pottery.

Mr. STRATTON. The conditions in the pottery investigation are much the same as they are in others. I have been surprised more and more every year to find out the condition in which many of our industries are with reference to scientific work. They have scarcely begun to touch the surface and to see the necessity of it. Our pottery industries are manned almost entirely by men who come from England. We are using English materials; we are using a great many German materials. Our best potter's clay comes from England. Those people come over here with the idea of using that and nothing else.

The Bureau of Standards in its clay products division is in touch with these potteries and is trying to investigate these materials to such an extent as to enable them to use our own materials. Let me give you just one illustration. In all chemical laboratories—and there are a great many of them now in connection with the industries, and so on—the little porcelain dishes that they use for looking things in—you perhaps are familiar with them, little white porcelain dishes—all come from abroad and are made in Germany, and by the German Government porcelain works. That has been the condition for years. Now that supply has all been cut off. Fortunately, I had in mind seeing if these could not be made in this country two years ago, and we had practically solved the problem, and one or two makers now are making this pottery; and that was made possible by a discovery that the experts of the Bureau made in how to change our own clays and make them useful for this purpose by a purification of the clay. That is a scientific problem. That is not a problem that potters are ever going to get onto. It involves physics and chemistry of the most difficult sort. For a few cents a ton clay can now be made useful not only for those things, but for making our whitest and best ware. That is what those people need.

Senator OVERMAN. Is that all, Mr. Secretary?

Secretary REDFIELD. That is all, Mr. Chairman.

(At 12.30 o'clock p. m. the subcommittee adjourned until to-morrow, Friday, January 8, 1914, at 10.30 o'clock a. m.)

FRIDAY, JANUARY 8, 1915.

The subcommittee met at 10.30 a. m.

Present: Senators Overman (chairman), Bryan, Gallinger, and Smoot.

## BUREAU OF PENSIONS.

## STATEMENT OF GAYLORD M. SALTZGABER, COMMISSIONER OF PENSIONS.

F. D. Byington, chief clerk, and Luther S. Cannon, Chief of Law Division, appeared.

## INVESTIGATION OF PENSION CASES.

Mr. SALTZGABER. Mr. Chairman and Senators, I complain because we have not been allowed enough for the item "Investigation of pension cases, Pension Office."

Senator BRYAN. Where is that?

Mr. SALTZGABER. It begins on page 95, at line 20, and ends at line 2, on page 96.

Senator SMOOT. The House allowed \$85,000; they wanted \$120,000. Last year we gave them \$125,000. How is the work; is it pretty well along now?

Mr. SALTZGABER. The work is pretty well along. We have quite a number of cases pending, and the number still coming in seems remarkable to me.

Senator SMOOT. That is, you mean, applications under the last law?

Mr. SALTZGABER. Applications under different laws.

Senator OVERMAN. Are there many Spanish War claims? I suppose you have more of those than any other.

Mr. SALTZGABER. No; comparatively, I think, they are still in the minority.

Senator OVERMAN. I am surprised to hear that.

Mr. SALTZBERGER. Most of the claims are under the general law and under the law of 1912, claims arising from the Civil War; but many, you understand, are the cases that are investigated in the field. These are investigated by special examiners.

I have here, prepared by Mr. Mortimer Whitehead, who is the chief of the special examination division, a statement showing the estimates and the appropriations for the last four years. I will ask permission to give that to the stenographer and let him make it a part of my statement.

(The matter referred to is as follows:)

On page 94 of the volume of "Estimates of Appropriations" for the fiscal year ending June 30, 1916, is a statement that for the item "Investigation of pension cases, Pension Office," there was estimated the sum of \$120,000.

House bill 19909 (pp. 85-86) was reported to the House of Representatives December 14, 1914, wherein this item is reduced to \$85,000. It so passed the House.

For the fiscal year 1912 there was appropriated to the same service, the field service of the bureau, \$215,000. Of this there was expended \$213,384.90. During that year the average number of special examiners in the field was 124.

For the fiscal year 1913 the appropriation was also \$215,000, of which there was expended \$157,020.38. During that year the average number of special examiners in the field was 94.

For the fiscal year 1914 the appropriation was \$215,000, of which there was expended \$109,305.97. During that year the average number of special examiners in the field was 65.

For the current fiscal year the appropriation for field service is \$125,000. In November, 1914, there were employed as special examiners 61. Since July 1 the monthly expenditure has averaged about \$7,200.

The elapsed months of the present fiscal year have been those wherein, as usual, much annual leave has been taken by special examiners, so it is fair to assume that in the remaining months of this fiscal year the monthly expenditure will run higher.

The experience of previous years shows that of this annual item about 60 per cent is expended for per diem of special examiners, and the remaining about 40 per cent, is expended for actual traveling expenses, as provided in the act; and experience also shows that the average special examiner draws about \$1,050 per year in actual per diem. With these figures as a basis, it will be seen that if in the fiscal year 1916 60 should be the average number of special examiners employed, about \$63,000 of the \$85,000 appropriated would be used in the payment of per diem, leaving only about \$22,000 for the payment of actual traveling expenses; or approximately three-fourths of the appropriation would be used for per diem, thus leaving short the proportionate amount that is necessary for actual traveling expenses. In other words, it is assumed that a force of 60 will require approximately \$63,000 in payment of per diem alone, and that \$42,000 will be necessary to pay their actual traveling expenses, or a total of \$105,000.

While the work of the bureau as a whole may be diminishing in places, and the work of the Special Examination Division is not in volume what it was in former years, of late months it has not been falling off, but, on the contrary, shows a tendency to slight increase. Most of the cases handled are those of contesting widows, those involving criminal features, and those involving intricate questions of law and fact which are impossible of just determination except after exhaustive special examination, the necessity for which, in certain classes of cases, appears to grow stronger with the lapse of time and disappearing sources of information. The likelihood of special examination in any given case is, of course, a deterrent to possible irregularity and criminality in the presentation of certain classes of claims.

If, before the end of the fiscal year 1916, with no increase in the appropriation as passed by the House, it should become necessary to reduce the field force, it would materially retard the work of the Pension Bureau, the disposition of meritorious claims, and prevent the running to earth of fraudulent ones. It would, moreover, entail considerable expense upon the bureau to recall a portion of the field force because of lack of appropriation, and an added expense to send them or others to the field at the beginning of another fiscal year with a new appropriation to take up the work which had not been completed. At the same time, there would be criticism, possibly legitimate, of an administration which, well knowing the probable amount of work to be done by the field force, had failed to make adequate appropriation to carry on that work effectively. Apprehension that the appropriation would be insufficient might, in itself, cause delays and imperfect work.

It should be borne constantly in mind that the class of persons intended to be benefited by pension laws and their administration is a very poor, and, in many cases, aged class, and to them, in some instances at least, the delay in the adjudication of their claims might in fact work practical denial of justice. It must also be borne in mind that this service, instead of being an expense without benefit to the Government, saves it much more than the outlay each year in the discovery of fraudulent and unjust claims and the prevention of payment therein.

The expenditure of the appropriation referred to is carried on under the most careful scrutiny day by day, month by month, and year by year, in this bureau, and under the supervision always of the auditor and comptroller, and any disposition to extravagance is promptly curbed. In the fiscal year ended June 30, 1914, the average cost of a special examiner's report was 28 per cent less than in 1912, and 13 per cent less than in 1913, but it is believed impracticable to reduce the expenditure to a lower average without bringing about a lower standard of efficiency.

In previous years there has always been a sufficiently safe-working margin to return unexpended a substantial part of the appropriation. On the contrary, it is believed that the \$85,000 provided by the House bill is manifestly inadequate, and that in order to carry on the work satisfactorily, efficiently, and to the extent apparently necessary, the appropriation should be placed at \$105,000, at least.

Further details and figures are available should they at any time be required.

Senator OVERMAN. The lump sum you have here is for employing certain men in the field, is it?



Mr. SALTZGABER. This is a lump sum for expenses.

Senator OVERMAN. In the field?

Senator BRYAN. For field service?

Mr. SALTZGABER. Yes; in the field. The examiners are paid so much.

I call attention to the first part of that, in which they are given, for per diem, not exceeding \$3. We ask that that may be made \$4, for this reason: They tell me that they are unable to get along with that amount of money; that is not sufficient to meet their per diem expenses. In every other branch of the service, I am informed, they have an allowance of \$4 for field service.

Senator BRYAN. Is that what makes the difference between the \$85,000 and the \$105,000?

Mr. BYINGTON. No, sir.

Mr. SALTZGABER. No; we ask for \$105,000 for that item. We believe that if we do not have that amount we may be crippled. If you gentlemen do not give it to us, we can not carry on the investigations that are required.

Senator OVERMAN. You estimated \$120,000?

Mr. SALTZGABER. We did estimate \$120,000 at first; but the committee in the House, for some reason—I do not know what—cut it down to \$85,000.

Senator OVERMAN. Now you are asking for \$105,000?

Mr. SALTZGABER. I am asking now for \$105,000.

Senator SMOOT. Was your estimate of \$120,000 based on \$3 per diem, or \$4 per diem?

Mr. CANNON. It was based on \$3.

Mr. SALTZGABER. No; we counted on \$4 at that time.

Mr. CANNON. Yes.

Senator SMOOT. That is, at the time the estimate of \$120,000 was made?

Mr. SALTZGABER. At the time the estimate of \$120,000 was made.

Senator OVERMAN. If this should be left at \$3, you would not want more than \$85,000?

Mr. SALTZGABER. No. I think we would need \$105,000, anyhow. Although we may not expend over \$85,000, we think less than \$105,000 would be unsafe.

Senator OVERMAN. At \$3 a day?

Mr. SALTZGABER. At \$4 a day.

Senator OVERMAN. At \$4 a day you would ask \$105,000. Now, \$3 a day would take less than that.

Mr. CANNON. \$4 a day would be \$120,000.

Senator SMOOT. And \$3 a day would be \$105,000.

Senator OVERMAN. That is not what the commissioner said, at all.

Senator SMOOT. That is as I understood him.

Mr. SALTZGABER. No; let me explain that I had not counted very much on the difference in that item. It would be a dollar a day for the time these 64 field examiners serve. We have 64 of them.

Senator OVERMAN. Are they paid all the time? Are they in the field all the time?

Mr. BYINGTON. Yes, sir; we have that many in the field.

Mr. SALTZGABER. We have that many in the field practically all the time; yes, sir. That would amount to quite an item. As a



matter of fact, I do not believe that is taken into consideration here in the \$105,000.

Mr. CANNON. No; we rather accepted it as a fact that we would not get more than \$3 a day, and therefore figured that we would need \$105,000 for traveling expenses as well as the per diem to carry on the investigations during next year at the \$3 rate.

Senator SMOOT. That is, you figured that you had to have \$105,000 if the per diem was \$3?

Mr. CANNON. That is what we figured on.

Mr. SALTZGABER. Mr. Cannon assisted Mr. Whitehead in making these figures, so I want his statement to be taken for that.

Senator SMOOT. Mr. Commissioner, is it not true that most of the examiners are traveling in small cities rather than large cities?

Mr. SALTZGABER. No; the most of them are traveling from place to place, away from the large cities.

Senator SMOOT. That is what I mean.

Mr. BYINGTON. The territories are much larger than they used to be. We had to enlarge the territories, which makes necessary a great deal of traveling. They can not have the headquarters now that they used to have. Their territory embraces sometimes portions of two or three States.

Senator SMOOT. For instance, if you take all small cities, \$3 per diem is ample for any examiner to live on.

Mr. SALTZGABER. If they would stay at that place, probably it would be.

Senator OVERMAN. They get their traveling expenses in addition, do they not?

Mr. SALTZGABER. They get their actual traveling expenses; yes, sir.

Senator SMOOT. Take my own State. Outside of Salt Lake City, and perhaps Ogden, any examiner could live upon \$3 per day and have the best there is at any of the hotels in any of the places.

Mr. BYINGTON. He could if he stayed there permanently, but if he is traveling he has to eat here and there and everywhere.

Senator SMOOT. Yes; I recognize that.

Senator OVERMAN. They get their railroad transportation and Pullman fare and meals?

Senator SMOOT. No; not meals.

Senator OVERMAN. I am talking about the subsistence of \$3. They get their laundry, Pullman fare, and so on. That is part of the traveling expenses, except the laundry.

Mr. BYINGTON. They do not get the laundry.

Senator OVERMAN. No. Now, take the \$3. A man traveling out in the country can live easily on \$3 a day for subsistence when every other expense is paid.

Senator BRYAN. I confess I do not understand it. This is per diem; is it not?

Mr. SALTZGABER. Yes, sir.

Senator BRYAN. For these 64 men?

Senator SMOOT. For these 64 men.

Senator BRYAN. If they traveled 365 days apiece, that is 23,360 days, which, at \$4 a day, as I make it, is \$93,440.

Mr. SALTZGABER. Mr. Cannon was probably right about that. I have not given it enough consideration.

Senator BRYAN. What else is there in this item except the allowance for per diem?

Mr. CANNON. Traveling expenses.

Senator OVERMAN. Traveling expenses are not in this.

Mr. CANNON. They are not in that per diem. They are over and above that.

Senator OVERMAN. That is what I thought.

Senator BRYAN. What else is there here except the per diem, except the allowance of \$3 or \$4 a day for subsistence?

Mr. BYINGTON. Traveling expenses.

Senator BRYAN. Oh, no; the traveling expenses are not in this.

Mr. BYINGTON. Not in the \$4; oh, no.

Senator BRYAN. You say you have 64 men. If each one of them traveled 365 days a year and had to be allowed subsistence it would amount to \$93,440, as I figure it.

Senator SMOOT. At \$4, you mean?

Senator BRYAN. At \$4.

Mr. BYINGTON. Of course, they do not travel 365 days.

Senator BRYAN. No; but I say, if they traveled every day in the year, 365 days in the year, that would be \$93,440.

Mr. CANNON. They subsist 365 days in the year, though.

Senator OVERMAN. You do not pay them when they are at headquarters?

Mr. CANNON. Oh, we have to pay them the \$3 every day they do business.

Senator OVERMAN. I understand, but most of the departments have headquarters, and a man, when he is at home at his headquarters, does not get anything.

Mr. CANNON. When he is in the District of Columbia he does not get a cent for the per diem.

Senator OVERMAN. I have noticed that the general agents of the Department of Justice always have headquarters, a location, a station for their agents, and when they are at their own station they do not get any per diem.

Mr. CANNON. That is true.

Senator OVERMAN. Is not that your policy?

Mr. SALTZGABER. Yes.

Senator OVERMAN. These men are at home sometimes?

Mr. SALTZGABER. They are at home in one sense, but they are there doing business every day; out at work. If they are not, we do not give them the per diem.

Senator OVERMAN. When they are at home, though, they do not get any per diem.

Senator SMOOT. If they got \$4 a day for 365 days in the year, and you had 64 of them, the amount that would be required would be \$93,440.

Senator BRYAN. That is the way I make it.

Mr. SALTZGABER. Additional?

Senator BRYAN. No; the total.

Senator SMOOT. If you paid them for 365 days in the year \$4 per day and kept all 64 examiners at work, the number you have now, the amount of \$93,440 would pay their per diem.

Mr. CANNON. It would cover the subsistence.

Senator SMOOT. There is not anything else, unless——

Mr. CANNON. Then of that \$120,000 the difference between the two figures would be the traveling expenses.

Senator SMOOT. Oh, of course, that is a different proposition, then. We asked you that before.

Senator BRYAN. That is what I asked.

Senator OVERMAN. But that is not included in this, is it?

Mr. CANNON. The traveling expenses are not included in the \$4 per diem. That is for subsistence.

Senator SMOOT. No; we mean are the traveling expenses included in the \$85,000 appropriation?

Mr. CANNON. Yes.

Mr. BYINGTON. Yes, sir.

Senator SMOOT. Why did you not say so?

Mr. SALTZGABER. Not only the traveling expenses, but the per diem allowance is included in that.

Senator BRYAN. But you did not say so.

Senator SMOOT. You did not say so. I find, however, that it is in the bill.

Mr. CANNON. At \$3 a day line 20, page 95.

Senator SMOOT. Yes; it is there.

Senator BRYAN. That is what I was trying to find out.

Senator SMOOT. Now, let me ask you this question: What amount would be required to take care of the actual and other necessary expenses, including telegrams?

Mr. SALTZGABER. \$105,000.

Senator SMOOT. No; I want to know what the actual and other necessary expenses, including telegrams, would amount to.

Mr. CANNON. On the basis of \$3 a day subsistence?

Senator SMOOT. Leave out the subsistence entirely.

Mr. CANNON. It is 60 per cent of the amount. That includes about 60 per cent, or has done so heretofore.

Senator SMOOT. What does?

Mr. CANNON. The subsistence.

Senator SMOOT. And 40 per cent——

Mr. CANNON. Forty per cent would be for traveling and other expenses.

Senator SMOOT. Then, of \$85,000, 60 per cent would be \$51,000, which would be all you would have for the per diem, and 40 per cent would be \$34,000 for the actual and necessary expenses. Of course, you could not pay them the \$4 a day unless we increased this, nor could you pay them the \$3 if the actual and other necessary expenses amounted to \$34,000. In that event, \$51,000 would not pay the per diem.

Mr. SALTZGABER. I believe I have not given sufficient consideration to that.

Senator SMOOT. Mr. Commissioner, about how many days in each year do you have to pay these 64 examiners their per diem?

Mr. CANNON. Practically every day in the year. Sometimes we make deductions because they have done no work, but that is the exception.

Senator SMOOT. Would 340 days cover each case, on an average?

Mr. CANNON. I should say about 350 days in a year. I do not think they would lose more than 15 days.

Mr. BYINGTON. I do not think it would be as much as that.

Mr. CANNON. I do not think we deduct more than 15 days for each man.

Mr. BYINGTON. That would be 350 days.

Senator OVERMAN. What do these men get as a per diem?

Mr. SALTZGABER. They get now \$3.

Senator BRYAN. You mean salaries; do you not?

Mr. CANNON. None of them more than \$1,400. Most of them get \$1,200.

Mr. BYINGTON. Most of them receive \$1,200 and some of them \$1,000.

Senator SMOOT. At \$3 a day, with each of the 64 men working 350 days, it would amount to \$67,200. Even with \$3 a day, therefore, on the basis of 60 per cent of the amount for per diem subsistence, there would be a shortage of \$16,200.

Senator BRYAN. How much do you say it would amount to?

Senator SMOOT. \$67,200.

Mr. SALTZGABER. That is right.

Mr. BYINGTON. That is practically right.

Mr. CANNON. That is 60 per cent. Then we want 40 per cent for traveling expenses, which would make it \$105,000 or \$110,000. We could not get along on less, unless we cut down the investigations.

Senator BRYAN. In other words, you want this \$85,000 raised at least to \$105,000?

Mr. CANNON. At least to that, if you leave it \$3 per day.

Mr. BYINGTON. You see, we actually expended, last year, \$109,000.

Mr. SALTZGABER. I call your attention to exhibit 19, on page 45 of the report of the commissioner, which shows the operations of the special examination division, the number of examinations made, the cost thereof, etc., during the fiscal years 1910 to 1914, inclusive. You will see that last year we saved in the appropriation more than \$105,000. I am afraid our great virtue in saving has induced in the minds of the committee of the House an improper belief that it would be easy to save more. We expect to use our watchful care, but we have gone to the limit in eliminating unnecessary expenses.

Senator OVERMAN. Do you need all these 64 men now?

Mr. SALTZGABER. They are all profitably occupied now.

Senator OVERMAN. Can you get along with any less?

Mr. SALTZGABER. We expect, whenever the work gets low in any district, to call in those people and put them to work in the bureau.

Senator OVERMAN. But you do not need a man for each State in States like North Carolina, South Carolina, and Florida. There are 11 or 12 States where you do not need a man all the time.

Mr. SALTZGABER. You understand, we have been reducing the number all the time. Sixty-five is the least number that has ever been in the field.

Senator OVERMAN. I understand; but by reason of that law, and the dying of pensioners, I just asked the question whether or not you could dispense with five or six or seven of these men.

Mr. SALTZGABER. Oh, yes; we hope to do that at some time during the year.

Senator OVERMAN. In the interests of economy, could you not do it now?

Mr. BYINGTON. We have recommended a reduction of the force.

Mr. SALTZGABER. Yes; the force has been reduced.

Senator OVERMAN. I mean in this bill? Could you not let reduce the number of these special agents by seven or eight or ten?

Mr. SALTZGABER. I think we ought not to make any further reduction than we have made. Let me explain to you, Senator, you please, that when there is no work for one of these people in the district we call him in and put him to work in the bureau. Then he does not get his per diem. He gets simply the salary.

Senator OVERMAN. I understand that. When there is nothing for them to do, you call them in and give them work whether you need them or not?

Mr. SALTZGABER. Oh, no. When we do not need them in the field or in the bureau we let them go. We know that we do not need them now, however.

Senator OVERMAN. When you do not need them in the field and do not need them in the bureau you let them go?

Mr. SALTZGABER. When we do not need them in the field or in the bureau we let them go; and we have arranged, as you will see by the whole bill, for a reduction of 88 people in the bureau.

Mr. BYINGTON. We took all of that into consideration when we made that reduction, Senator.

Mr. SALTZGABER. Is there any other question with reference to that item?

Senator SMOOT. I think we know the situation thoroughly now.

Mr. CANNON. The Senator asked if we could get along with less men in the field for the proper investigations. I believe, Senator, that we have gotten that down to the very limit, to the lowest notch, and the cases are getting more complicated. Those that have to be investigated are more complicated now than they ever have been.

Senator SMOOT. I think that is true, too.

Senator OVERMAN. That is all I want to know.

Mr. BYINGTON. It requires a little higher class of special examiners to examine them, too. That is another point.

#### LIBRARY.

Mr. SALTZGABER. I wish now to call your attention to the item of \$200 which we ask for the library. That is a very small amount. I am afraid I did not give the committee in the House properly to understand that that is necessary, because both the law library and our military reference library are working tools. They are not simply books that are there to look at, to attract the attention of people, but we use them every day in the year.

Senator OVERMAN. You have no money now for that purpose?

Mr. SALTZGABER. We have absolutely none. We have not had an appropriation for the law library since 1897.

Mr. CANNON. Since the fiscal year 1897 we have been cut out every year. Every other bureau in the department has gotten reference and law books, except the Bureau of Pensions, during the period of time, and we are actually handicapped at this time on that account. We have not good reference books. We have to send men over to the law library at the Capitol every day, wasting time to come over to look up points.

Mr. SALTZGABER. We thought this was a very modest sum, and we need it badly in our work.

Senator SMOOT. What is the next item?

#### SPECIAL EXAMINERS.

Mr. SALTZGABER. These are five special examiners.

Senator OVERMAN. Do you think they are needed for the efficiency of your service?

Mr. SALTZGABER. They are young men, and they have been very useful to us; yes.

Senator SMOOT. But you could get along without them, could you not?

Mr. SALTZGABER. Well, to be honest, I have to say yes; we could get along without them.

Mr. BYINGTON. We could get along without them in the same sense that we could get along without any other five clerks in the office; yes.

Senator BRYAN. Could you not get along without these particular five without any impairment of the service?

Mr. BYINGTON. We could get along the same as any department of the Government could get along without any five clerks it has.

Mr. CANNON. As to that, Senator, I will say that we are reducing the force by 88, and these five are all young, active men. Our force is getting old, and you also cut us off from making appointments except to the extent of 25 per cent of the reductions. I think that if we can not get these five, who are already trained, we certainly ought to have a chance to appoint, through the civil service, some young men to take their places.

Mr. SALTZGABER. In that event I think it would be wise to remove the 25 per cent restriction.

Mr. BYINGTON. But we would not get the men we have. We could not possibly get the men we have there.

Mr. CANNON. We could not possibly get the service from young men who come in that these already trained are giving us.

Senator OVERMAN. You say they are special examiners. What are their duties?

Mr. SALTZGABER. Their duties are field work of a more confidential nature than the work of the others.

Senator OVERMAN. That would be 69 men that you would have, then, doing the same kind of work.

Mr. CANNON. They are counted in the 65 doing field service. The others are detailed clerks. These five are designated special examiners, but they are all doing practically the same work, except that these are used on confidential cases for the Commissioner of Pensions.

Senator OVERMAN. I want to ask you one question about this library. We gave the Interior Department a thousand dollars for books. Why can not you get your allotment of that money?

Mr. SALTZGABER. We have gotten some, but not much.

Mr. CANNON. I only got one book during the year. They simply hew us down on the law library.

Senator OVERMAN. I was just thinking that we might give you \$200 and cut the Interior Department \$200.



Mr. SALTZGABER. When we want something we have great difficulty in getting it. I assure you that this modest request is only for absolute needs.

Senator OVERMAN. I should think it would be well to cut down on the other appropriations and let you have the books. You say they allowed you only one book?

Mr. SALTZGABER. Oh, I would not want to say that. They make allotments around to different bureaus in the department. I do not know how much our portion of it is.

Mr. CANNON. We did not get anything for the law library. We simply got some other reference books. A dictionary occasionally for the commissioner, I believe, is about all we have gotten out of that.

Mr. SALTZGABER. We have gotten no dictionary since I have been there.

Mr. CANNON. I understood you had gotten one.

Mr. BYINGTON. We wanted one, but could not get it.

Mr. SALTZGABER. We got a new atlas.

Senator OVERMAN. Is that all?

Mr. SALTZGABER. That is all we have, I think. We are very much obliged to you for your attention.

## DEPARTMENT OF LABOR.

### STATEMENT OF ROBERT WATSON, CHIEF CLERK DEPARTMENT OF LABOR.

Richard K. Campbell, Commissioner of Naturalization; Royal Meeker, Commissioner of Labor Statistics; Ethelbert Stewart, chief statistician, Bureau of Labor Statistics; and George G. Box, disbursing clerk, appeared.

Senator OVERMAN. We will hear you, Mr. Watson.

#### SALARIES, OFFICE OF SECRETARY.

Mr. WATSON. Mr. Chairman, the first matter to which I wish to invite your attention is that of salaries for the office of the Secretary. Our estimates contemplated an increase of eight clerks, seven of whom were to replace employees we have on detail from the various bureaus of the department to the Secretary's office at the present time. In other words, the only way we could get out the work that was in the Secretary's office was by taking those clerks from the various bureaus. That, of course, has seriously interfered with the work in the bureaus.

Senator SMOOT. What bureaus do you refer to?

Mr. WATSON. Each one.

Senator SMOOT. Let me know which they are.

Mr. WATSON. The number from each one?

Senator SMOOT. Yes. How many have you from Immigration?

Mr. WATSON. Two from Immigration; two from Naturalization; one from Labor Statistics, and two from the Children's Bureau.

Senator SMOOT. That makes the seven.

Senator GALLINGER. Have you authority to make those details?

Mr. WATSON. Yes, sir; from the bureaus to the office of the Secretary. (See 29 Stat., 179.) We simply have been put to the necessity of subordinating the work of the bureau to that of the administrative office.

Senator GALLINGER. In other words, if we should allow a given number of clerks to the children's bureau, the Secretary's office could draw on that bureau for any number of those clerks?

Mr. WATSON. For a period of 120 days. Of course the period is limited.

Senator SMOOT. Then it is renewed, is it not?

Mr. WATSON. Yes, sir.

Senator OVERMAN. Then these bureaus did not need these clerks?

Mr. WATSON. They absolutely need them, sir; but, as I say, we simply had to subordinate their necessities to what is probably work of paramount importance. It is the only way we have been able to meet the emergency with which we have been confronted.

Senator OVERMAN. What is it you want? Let us have it.

Mr. WATSON. We ask for a sufficient number of clerks to enable us to return these seven to the bureaus where they belong.

Senator SMOOT. You speak now of what—clerks to the Secretary?

Mr. WATSON. Yes, sir; clerks in the office of the Secretary.

Senator SMOOT. There is one clerk here.

Mr. WATSON. I am considering the aggregate number of clerks requested. I have not gone into the details, because I did not think you wanted me to do so.

Senator SMOOT. We want to know what class they are. You have asked for an increase of three in class 3?

Mr. WATSON. Three in class 3.

Senator SMOOT. Two in class 4?

Mr. WATSON. Two in class 4.

Senator SMOOT. And one in class 1?

Mr. WATSON. That is correct, and two at \$900.

Senator SMOOT. That makes the number.

Mr. WATSON. If we could secure those clerks, of course we could return to the bureaus those that we now have on detail.

Senator OVERMAN. You could detail three or four clerks from the Immigration Bureau now on account of the war, could you not?

Mr. WATSON. There has not been a corresponding decrease in the amount of the work which falls to the lot of the bureau here in Washington, because there never has been a very large force in the bureau at Washington. There has been some decrease, but of course it is of a temporary nature. We can not consider that as of a permanent and lasting nature. At the present time, of course, there has been some appreciable cessation of the activities in that particular bureau, but upon the resumption of normal conditions those clerks will have to be restored to the bureau.

Senator OVERMAN. What is the next item?

#### LABORERS AND WATCHMEN.

Mr. WATSON. The next item is also under the salaries of the office of the Secretary, where we request an assistant messenger. The Navy Department, when it had the same building we are in, had avail-

able for manual labor and cleaning the building some nine laborers. We have at the present time eight laborers on our roll, only four of whom can be assigned to the work in the building. As a consequence, it is a physical impossibility to keep the building in proper condition. If we could get this assistant messenger we could assign him to duty on the mail wagon, distributing the mail, etc., and doing work which is of little higher order than a laborer's work; and that would enable us to utilize the laborer we now have on that job in the building, thereby bringing us to a more nearly equal footing with the number of laborers the Navy Department had when they were in the same building.

We also ask for a chief watchman. We have at the present time four watchmen; and during three days of the week, from 8 a. m. to 4 p. m., there is no watchman available for duty. Four are not enough. If we had five watchmen we could police the building as we ought, and insure its proper supervision.

Senator SMOOT. You have no watchman available for police duty at what time of the day?

Mr. WATSON. From 8 a. m. until 4 p. m. of Monday, Tuesday, and Wednesday the schedule permits of no watchmen at all.

Senator GALLINGER. Why?

Mr. WATSON. Simply because—with the schedule we have been able to arrange with four men—we have nobody available for work on those days.

Senator GALLINGER. Where are they?

Mr. WATSON. We allow each watchman one day off in seven, and we shift their schedules. I can submit to you a copy of the schedule on which we are at present working. Of course quite frequently one of them is sick or we allow them a few days of their annual leave.

Senator GALLINGER. One day in seven? That is most extraordinary, is it not?

Mr. WATSON. No; I do not think so. Some of the other departments are doing likewise. We are proceeding on the theory that they ought to have one day in seven.

Senator GALLINGER. That is more than the 30 days' annual leave.

Mr. WATSON. I mean, that is one of the seven week days for each man who has to work Sunday.

Senator SMOOT. This schedule gives the detail for three watchmen only. Where is the other watchman we have provided you with?

Mr. WATSON. That is an error. I shall have that revised, and submit to you later. We have to work three shifts on Sunday.

Senator SMOOT. I notice that each one of those watchmen is designated for Sundays.

Mr. WATSON. Yes; we work three eight-hour shifts on Sunday; but I will submit, for the information of the committee, a copy of the revised schedule.

WATCHMAN'S SCHEDULE (AUGUST 8, 1914).

Sunday:

- 12 a. m. to 8 a. m., watchman A.
- 8 a. m. to 4 p. m., watchman B.
- 4 p. m. to 12 a. m., Monday, watchman C.

Monday:

- 12 a. m. to 8 a. m., watchman A.
- 8 a. m. to 4 p. m., —.
- 4 p. m. to 12 a. m., Tuesday, watchmen B and D.

**Tuesday:**

12 a. m. to 8 a. m., watchman A.

8 a. m. to 4 p. m., —.

4 p. m. to 12 a. m., Wednesday, watchmen C. and D.

**Wednesday:**

12 a. m. to 8 a. m., watchman B.

8 a. m. to 4 p. m., —.

4 p. m. to 12 a. m., Thursday, watchmen C. and D.

**Thursday:**

12 a. m. to 8 a. m., watchman A.

8 a. m. to 4 p. m., watchman B.

4 p. m. to 12 a. m., Friday, watchmen C and D.

**Friday:**

12 a. m. to 8 a. m., watchman A.

8 a. m. to 4 p. m., watchman B.

4 p. m. to 12 a. m., Saturday, watchmen C and D.

**Saturday:**

12 a. m. to 8 a. m., watchman A.

8 a. m. to 4 p. m., watchman B.

4 p. m. to 12 a. m., Sunday, watchmen C and D.

**NOTE.**—It will be observed that the foregoing contemplates 48 hours' service per week for each employee. No provision is possible under existing arrangements for the services of a substitute in the event of absence on account of sickness or otherwise. Two men are required for duty on the early night shift: One for inspection of the building at stated intervals, and the other to operate the elevator and watch the door during the early part of the night when employees working overtime are constantly coming and going. An experience of several months has demonstrated that the present quota is inadequate to render the necessary service with due regard to the interests of the Government and without imposition on the employees concerned.

**Senator GALLINGER.** Let me understand. You give them one day in lieu of working on Sunday; is that it—one week day?

**Mr. WATSON.** Yes.

**Senator GALLINGER.** In lieu of their working on Sunday?

**Mr. WATSON.** Yes.

**Senator GALLINGER.** That explains it.

**Mr. WATSON.** It is simply the equivalent of the one day off in seven that the clerks get. Of course, the clerks get Sundays off.

**Senator OVERMAN.** You really do not give them Sunday off?

**Mr. WATSON.** No; not if they have another week day. We give them a week day in lieu of Sunday.

**Senator OVERMAN.** Is that done in any of the other departments?

**Mr. WATSON.** I think it is done in almost all of them. I know it is done in some of them, but I can not answer as to every one.

**Senator SMOOT.** I notice, from the details there, that each of the three watchmen is assigned to Sunday labor. What I wanted to know was this: You have four watchmen already?

**Mr. WATSON.** Yes, sir.

**Senator SMOOT.** And the detail you handed in covered the whole time, including Sundays, with the three. I wondered what you did with the other, the fourth watchman we have already provided for you.

**Mr. WATSON.** We are varying this schedule. They do not all work the same, of course, all the days of the week. If you will permit me, I will conclude my items before I take up the bureaus. On page 138, contingent expenses——

**Senator OVERMAN.** Before you come to that, have you detailed any clerks from the Bureau of Labor Statistics?

**Mr. WATSON.** We have one clerk on detail from the Bureau of Labor Statistics.

Senator OVERMAN. You have one detailed from there?

Mr. WATSON. Yes, sir.

Senator OVERMAN. Is that included? Yes; I see; you have two.

Senator GALLINGER. Did you present all these matters to the House committee?

Mr. WATSON. I presented the one as to the clerks to the House committee—yes—not in such detail, however.

Senator GALLINGER. Not all of the matters you have presented to us?

Mr. WATSON. No, sir.

#### CONTINGENT EXPENSES.

The next item is contingent expenses.

Senator OVERMAN. What page is that?

Mr. WATSON. Page 138. We requested \$37,500, and the bill carries \$36,100. The present indications are that we will have to move from the quarters we are now occupying, and that would put us to an expense of approximately \$2,000; and judging from the expenditures for the current year, \$36,100 will not be enough to carry us through.

Senator OVERMAN. You want \$1,400 more?

Mr. WATSON. We want \$1,400 more; yes, sir. We are running to a deficiency at the present time.

Senator SMOOT. We are not going to pay any more deficiencies.

#### RENT.

Senator GALLINGER. What do you say about moving?

Mr. WATSON. The indications are that we shall have to move from our present quarters, but I will touch upon that matter in the next item, which is that of rent. Of course if we have to move it means possibly \$2,000 additional expense. That is an unforeseen expenditure that we were put to during the past year. Of course that is the occasion for the deficiency.

Senator GALLINGER. You are not now in the same building with the Department of Commerce?

Mr. WATSON. No, sir. We are in the Mills Building, at Seventeenth and Pennsylvania Avenue.

Senator OVERMAN. Did you move out of the Willard Building?

Mr. WATSON. Yes, sir.

Senator OVERMAN. Why did you move?

Mr. WATSON. We had to move because our tenancy by sufferance up in the Department of Commerce ceased. We were not paying any rent up there, so we were invited to move.

Senator OVERMAN. When did you move?

Mr. WATSON. In July.

Senator OVERMAN. And you are now in the Mills Building?

Mr. WATSON. Yes, sir.

Senator OVERMAN. The last time I was up there I think you were in the Willard Building.

Mr. WATSON. The entire department is housed in the Mills Building now. A portion of it, you know, was in the Commerce Building, while the main office was in the Willard Building.

Senator GALLINGER. The Bureau of Commerce exclusively occupies the new building on Pennsylvania Avenue?

Mr. WATSON. Yes, sir.

Senator SMOOT. Where do you expect to move to?

Mr. WATSON. That I do not know. That is the next item.

Senator OVERMAN. What is the matter with the Mills Building?

Mr. WATSON. The owner of the Mills Building is demanding \$6,000 rent for the ensuing year. We have in the bill but \$20,000. We are in a quandry as to where we are going.

Senator OVERMAN. They will take \$20,000 if they find you are going to move out.

Mr. WATSON. I do not know as to that.

Senator OVERMAN. What building was it that came down about \$15,000 when the owners found that you were going to move out?

Senator SMOOT. That was the Department of Commerce.

Mr. WATSON. No; pardon me; I guess you have in mind the Mills Building. The Navy Department paid for that building \$30,000 during the past year and a portion of their occupancy. Prior to that they paid \$4,500 for 10 years. I got the building for this year for \$16,500, which is the amount that we had available for rent, but the owner has served an ultimatum on me now that he will not accept less than \$6,000. Of course, if he will put that building in for \$20,000 our difficulties will be solved.

Senator OVERMAN. Why did he let you have it for \$16,000? He would not give you a long lease?

Mr. WATSON. He would not give me any more than a year's lease; no.

Mr. BOX. We would not have the authority to enter into a lease for more than one year at the present time.

Senator OVERMAN. No; of course that is right. You are without authority.

Mr. WATSON. In an effort to secure other available sites I have canvassed the situation; but I have not been able to get any definite proposal of anything that is considered a suitable site at the figure of \$20,000 for the amount of space we require. I have one or two other proposals; one up on I Street opposite Franklin Square, for which they want \$30,000, and another, possibly, on H Street between Thirteenth and Fourteenth, at \$24,000. I have not received any definite proposal on that yet, but they will insist on utilizing the first floor for stores.

Senator GALLINGER. That building is a private residence, is it not? On I Street opposite Franklin Square those are all private houses?

Mr. WATSON. They want to tear them down and erect a building there.

Senator GALLINGER. Oh, that is a different proposition.

Mr. WATSON. There are very few buildings that would be available for departmental purposes. The only one I know is the Mills Building, and whether or not they will make a better price for us is a question.

Senator SMOOT. We will put you in a temporary building if he does not, and get you a new building. We will arrange it some way, so that you will have plenty of room, and for less money than that.

Senator BRYAN. He wants you to pay \$26,000 for this building?

Mr. WATSON. Yes.



Senator OVERMAN. Is that a pretty good building? Have you plenty of room there?

Mr. WATSON. Yes. Here is the point he makes. That building, he says, represents an investment of \$443,000, and the assessed valuation is \$245,666. On the basis of the present rent I think it yields 8 per cent on the assessed valuation. Here is the Navy Building that they went into, assessed at \$190,229, and they are allowed \$30,000 for rent, which is 16 per cent; and the Commerce Building, assessed at \$444,266, with \$66,500, or 14.9 per cent, authorized for rent.

(Informal discussion followed, which was not reported.)

Senator OVERMAN. Is there anything else?

Mr. WATSON. That is all, for the department in general. Dr. Meeker, Chief of the Bureau of Labor Statistics, would like to be heard.

Mr. MEEKER. Mr. Stewart will speak for the Bureau of Labor Statistics.

Senator OVERMAN. Go ahead, Mr. Stewart.

## BUREAU OF LABOR STATISTICS.

### TEMPORARY EMPLOYEES IN THE DISTRICT OF COLUMBIA.

Mr. STEWART. On page 135, the lump-sum appropriation beginning with line 21. Authority is there asked to employ temporary clerks, the same person not to be employed for a period exceeding six consecutive months, and the total expenditure for such clerical assistance in the District of Columbia not to exceed \$6,000.

Senator OVERMAN. You have asked for \$6,000 from the lump sum?

Mr. STEWART. We have asked permission to use not to exceed \$6,000 of that lump sum, for the employment of temporary statistical clerks in the office in Washington.

Senator BRYAN. Is it \$6,000 from the lump sum that you have asked for or an increase of \$6,000?

Mr. STEWART. There is no increase in the appropriation asked, but merely permission to use a portion of that lump sum, already appropriated.

Senator OVERMAN. Your department is the one we had the trouble with about the lump sum?

Mr. STEWART. Exactly so.

Senator OVERMAN. You put men in the field and appropriated money without authority for their salaries, and so on.

Mr. STEWART. Senator, I should like to ask you how long the sins of our ancestors are to continue to haunt us?

Senator OVERMAN. That was not under your administration?

Mr. STEWART. It was not under this administration that that was done, and I do not see why we should be penalized. In this appropriation it is proposed to tie the fund up so that a repetition of what you complain of would be impossible.

I want to call attention to a statement that Mr. Johnson made in the House hearings. He said:

We took these clerks up and appropriated for them specifically, thereby increasing the force of clerks in the Bureau of Labor Statistics.

Senator, I should like to say just one word as to what was actually done. They took the 21 permanent clerks that had been paid from

the lump sum and transferred them to the statutory roll, and estopped us from paying clerks in the District—permanent clerks in the District—from that lump sum. That was all right, and we have no complaint to offer. But they went further and estopped us from employing temporary clerks to help us in emergencies in the office. These clerks have been employed from one to five months at a time. I should like to submit here, as a part of my testimony, a statement as to the number we have had.

The CHAIRMAN. Yes; put it in the record.

(The statement referred to is as follows:)

This amendment will not add a single dollar to the amount to be appropriated for the miscellaneous expenses of the Bureau of Labor Statistics. It merely grants authority to the bureau to expend not to exceed \$6,000 of the total appropriation of \$64,090 for miscellaneous expenses for the employment of temporary clerks and stenographers in the District of Columbia. The wording of this appropriation was changed last year to correct what some Members of Congress believed to have been a tendency to increase salaries of permanent employees in the Bureau of Labor Statistics by drawing upon this lump sum for this purpose. The change then made in the wording of the section, however, went far beyond the correction of the thing complained of and put a handicap upon the bureau which, I take it, was not intended. This amendment would not increase the permanent force of the bureau in any manner whatsoever, nor permit any increase of salary of permanent employees to be paid from this lump sum, as the amendment specifically provides that these shall be temporary employees, none of whom are to be employed for more than six consecutive months, and the salary in any case is not to exceed \$100 per month. This is, by all means, the cheapest and most effective method of compiling and preparing for publication the results of investigations made by agents of the Bureau of Labor Statistics in the field, as it would enable the bureau to hire clerical assistance in Washington when the amount of data sent in from the field is so great that it can not be handled by the present small office force of the bureau.

It would obviously not be economy to give this bureau a considerable number of additional permanent employees at salaries ranging, say, from \$900 to \$1,200 per annum when the services of such a number of additional permanent employees could not be utilized to advantage throughout the year. Such a method would increase the annual outlay for salaries very materially, while the method suggested by this amendment does not increase the appropriation either for salaries or for miscellaneous expenses. The bureau, having now no authority to employ temporary assistance in Washington, finds it necessary to draw the regular field agents of the bureau in from various parts of the country—some of them high-grade men, at salaries of \$1,600 and \$1,800 per annum—to do clerical work in the bureau in computing and tabulating the data which they have secured in the field, which could be done as well by temporary clerks at from \$75 to \$100 per month, obtained through the Civil Service Commission. This plan necessarily interrupts and delays the field work and is a very expensive method of handling material in the office.

The following statement shows to what extent temporary clerical assistance was used on the regular work of the bureau during the fiscal years 1909 to 1914, inclusive:

Year.	Employees.	Approximate time.	Amount.
1909.....	33	3 to 6 months.....	\$10,974.17
1910.....	70	1 to 6 months.....	9,126.00
1911.....	4	3 to 8 months.....	1,323.75
1912.....	26	1 to 6 months.....	8,741.25
1913.....	17	1 to 4 months.....	1,906.25
1914.....	33	1 to 9 months.....	6,924.92

This tabular statement emphasizes the importance of temporary clerical help and the necessity for the adoption of this amendment. Here is a small bureau, having now no more regular employees than it had 20 years ago, which is endeavoring in the most economic manner possible to piece out its work by employment of temporary cheap help and has been using from 25 to 30 of such persons for from four to six months each fiscal year, and I take it that Congress does not intend to prevent this work from going on by shutting off this temporary help.

From this you will see that there was an absolute reduction of our clerical force by an average of 11 clerks the year around. We do not want 11 additional clerks the year around, and that is why we have not asked an increase in the permanent clerical force. We do not need 11 more people all the time. Sometimes we need 40.

Senator OVERMAN. You have two men detailed from this bureau to the office force of the department. Do you need those two men?

Mr. STEWART. We certainly do. The department, as such, has one of our very best men in the Division of Publications and Supplies, a \$1,600 man. We have invested probably 15 years of training and experience in that man and we could not supply his place with another man for \$1,600. But if the department does not run, the bureau can not run. If they do not do the work downstairs, we can not do our work, and we have simply detailed these men. There is no choice on our part. We were simply compelled to do it. I think the department is justified in exacting the detail; but we certainly need that man.

However, the principal grievance in this case is that we must bring in men from the field and keep them in the office for months to do work that they are not any better fitted to do, and most of them are not so well fitted to do as clerks we can hire here for \$75 a month. Let me illustrate. You take a man who has practiced law for 40 years, and put him into an office to copy briefs in law cases, and he can not do as much work at that as a clerk right out of school. His services are invaluable at the bar. They are almost nil at a law clerk's desk. Now, we have men who are absolutely invaluable in the field; their training makes them worth a great deal more than they are being paid. These same men drawn into the office for six months in the year make our office work very expensive and unnecessarily expensive.

Senator OVERMAN. What do you pay these field men?

Mr. STEWART. The man I have in mind now we are paying \$1,800. We pay anywhere from \$1,200 to \$1,800. I believe we have two people in the field to whom we are paying \$2,000.

Senator OVERMAN. How many have you in the field service?

Mr. STEWART. As a matter of fact, we do our field work in such a way that we have a varying number in the field.

Senator OVERMAN. How many do you average?

Mr. STEWART. Oh, we have 20 men in the field—

Senator OVERMAN. Twenty?

Mr. STEWART. From 20 to 22 men in the field.

Senator GALLINGER. How do you select these temporary clerks?

Mr. STEWART. From the civil-service register. There is a statistical clerk register, and we ask the Civil Service for certifications.

Senator OVERMAN. What is the character of this work that these field men do?

Mr. STEWART. They go to the manufacturer, or the sources of our original information.

Senator OVERMAN. You say they go to the manufacturer?

Mr. STEWART. To the manufacturer, or to whoever—

Senator OVERMAN. The Census Office now is taking manufacturers statistics?

Mr. STEWART. Yes.

Senator OVERMAN. Is there any duplication of work there?

Mr. STEWART. No; there is no duplication at all. For instance, the Census does not get rates of wages—they get a lump sum. The manufacturer tells them how much he pays for raw material and how much he pays for labor, as a total. They do not get rates of wages and hours of labor, as does the Bureau of Labor Statistics.

Senator SMOOT. They could very readily get it at the same time, could they not?

Mr. STEWART. Well, the Census could not do it with any such detail as we are doing it, from selected concerns in the industries, and ever get through with it. There is no doubt about that.

Senator GALLINGER. How near current do you get this information? As an illustration, you send a man to Alabama to make an investigation and in due time he reports. How fresh is that information when we get it?

Mr. STEWART. That depends on whether you are going to permit us to employ temporary clerks to work the matter up in the office. The material, as it comes to us, is current. As matters now stand, we must wait until that man is through in the field and then bring him in here to do ordinary clerical work. I can not make any promises as to how many years old it will be when it is printed.

Senator GALLINGER. I thought that some of it might well be sent to the collector of antique literature, as I have looked at it.

Mr. STEWART. Again, it is a case of penalization for the sins of our ancestors. As a matter of fact, the work of the bureau in last July, when this power to employ temporary clerks was taken from us, was nearer up to date than it has been for 15 years. We used money from the lump sum to bring the office work up to date so as to start off with a clean slate, and we had the slate nearer clean than it ever was before, when we were met by this bar to the employment of temporary statistical clerks.

Senator GALLINGER. Yes.

Mr. STEWART. Which simply puts us in a worse hole than the bureau had ever been in before.

Senator GALLINGER. In other words, if I have a correct understanding of it, there are times when this work is thrown in upon you in a mass?

Mr. STEWART. Yes.

Senator GALLINGER. And at those times you want this clerical force for a limited time in order to clean it up; is that the idea?

Mr. STEWART. Yes. Senator, we are now making an investigation of wages and conditions of labor in street railways. I hope that that field work will be done not later than the 10th of February. We are ready, then, to go to work and tabulate and print, and that will bring the rates of wages in the street railway industry down to November, 1914.

Senator GALLINGER. What will the value of that be, when you have done it?

Mr. STEWART. It will be of value to the street railway people. It is of as much interest to them as the rates of wages and hours of labor are to anyone. The whole question of fixing scales and arbitration of the rates of wages depends upon what the rates of wages and hours of labor are in other places in the industry. There has been no published report of street railway wages and labor conditions. The Indianapolis strike, for instance, brought out the fact

that we had no authentic data upon which to base an equitable rate of wages. The report the bureau is now preparing will cover the entire country. As to when we will get it out, depends on whether we must bring men in from the field, men who are equipped for field work, but who were not selected for ability to do statistical clerical work in the office. If we must bring these men in to work upon statistical tables I do not know when we can print it. If we can put 15 or 20 \$75 clerks on the job we will get it out in 90 days.

Mr. MEEKER. Senator, may I interpose a word here, lest a misapprehension be given?

Senator OVERMAN. Yes.

Mr. MEEKER. I am the commissioner in charge of the bureau, as you may know. It is necessary to call in the field men in order that they may supervise the outlining of the skeleton tables and assist in the tabulation of the material they have gathered in the field through the early stages of the work. That I hold to be absolutely necessary. We must keep the field work in touch with the office work. But to keep these \$1,400, \$1,600, \$1,800, and \$2,000 men at the mere routine grind of computation, that I regard as highly uneconomical and most undesirable, and it does put our work back, and it makes it very slow, as Mr. Stewart has explained. But these men must be brought from the field to consult with me and Mr. Stewart in order that we may find what information their schedules contain, and what is the best way of presenting that information to the public.

Senator OVERMAN. You send these field agents to New Hampshire and Vermont and North Carolina and other States to get manufacturers' statistics. I should like to know what is the character of the statistics you get.

Mr. MEEKER. We will send you our bulletins.

Senator OVERMAN. We do not have time to read them, I am sorry to say, and that is the reason I am asking you these questions here, so that we may find out without reading them. We spend a large sum of money for the Census Office taking manufacturers' statistics. I want to know, for instance, as to the others, what they are taking, and what kind of statistics you are taking, and what you are getting, for my own information. What do you take?

Mr. STEWART. We investigate the rates of wages——

Senator OVERMAN. That is one thing; what are the others?

Mr. STEWART. Another thing we do is union rates of wages—union wages in the principal cities of the United States. That is a compilation from trade agreements in various places, and covers a large number of industries, trades, and occupations.

Senator OVERMAN. Have you changed the questions that were sent around by Mr. Neill to these factories to get answers?

Mr. STEWART. You are referring now to the investigation of woman and child labor in the cotton States, I suppose?

Senator OVERMAN. No, not particularly. I asked you about New Hampshire and other States.

Mr. STEWART. Well, it was done in all the States, so far as that is concerned.

Senator OVERMAN. In regard to all kinds of manufactures?

Mr. STEWART. The question of child labor is entirely out of the hands of this bureau.



Senator OVERMAN. I did not ask you anything about child labor. I want to know what kind of statistics you are taking. What is it; nothing but wages?

Mr. STEWART. We are collecting retail prices and wholesale prices, and we are collecting wages from 12 principal industries.

Senator OVERMAN. I know you are collecting wage statistics. I want to know if there is anything else you are collecting.

Senator SMOOT. They are collecting retail and wholesale prices.

Mr. STEWART. Yes; retail and wholesale prices.

Senator SMOOT. That is exactly what the Department of Commerce is collecting, is it not?

Mr. STEWART. No, sir.

Senator OVERMAN. Have you a list of the questions that these agents are required to ask?

Mr. STEWART. I have not the schedules here.

Senator OVERMAN. Will you furnish them to the committee?

Mr. STEWART. I certainly will be glad to send you our schedules.

Senator OVERMAN. I should like to see what you do and compare it with what the Census does.

Senator SMOOT. Yes; the Census, and——

Senator OVERMAN. The Census and the Department of Commerce.

Mr. STEWART. Do you want this in the record?

Senator OVERMAN. Yes.

Mr. STEWART. We will furnish a set of schedules.

Senator OVERMAN. We know about the wages. I want to know what statistics you are getting on wages and child labor and manufactures, and everything else. I suppose you have a set of blanks that you give to these agents for report, and I want to know what you are getting.

Mr. STEWART. All right.

Senator SMOOT. We want to know what the department is undertaking to collect, and what they are doing and under what heads it is.

Mr. STEWART. Yes.

Senator SMOOT. Take the general head, and if it is subdivided, put the subdivision there, so that we will know.

Mr. STEWART. I certainly will be exceedingly glad to furnish that information.

#### MEMORANDUM IN REGARD TO SCHEDULES AND FORMS USED BY THE BUREAU OF LABOR STATISTICS IN ITS INVESTIGATIONS.

The material which the Bureau of Labor Statistics used for its reports and bulletins is for the most part collected in three different ways:

First. By the use of printed or typewritten schedules. Such schedules are used where a large amount of data is to be collected or a considerable number of agents are to be used in securing the data.

Second. By individual agents making personal investigations, usually working according to a carefully-prepared outline. This method is usually followed where only one person is engaged upon the work or where a few persons are working in a group under constant common supervision.

Third. By personal study and research, largely or entirely dealing with data or records in the office. This method is followed when the work is that of research or compilation based for the most part on published reports.

1. List of schedules and forms at present in use by the Bureau of Labor Statistics, copies of which are submitted herewith:

*Exhibit A.*—Schedules used in securing data in regard to retail prices.



*Exhibit B.*—Schedules used in securing data in regard to wages, hours, and conditions of labor in cotton goods manufacturing and finishing, woolen and worsted goods manufacturing, silk goods manufacturing, lumber manufacturing, millwork, furniture manufacturing, boot and shoe manufacturing, hosiery and underwear manufacturing, clothing manufacturing, cigar manufacturing, car building and repairing, iron and steel manufacturing, union scales of wages and hours of labor.

*Exhibit C.*—Schedules used in securing data in regard to wages and working conditions in street railway operation.

*Exhibit D.*—Schedules used in studying conditions of women in industry, including extent and causes of unemployment of female department store employees in Boston, Mass., and the operations of the Oregon minimum wage law.

*Exhibit E.*—Schedules used in securing reports of accidents in the iron and steel and machinery-building industries.

*Exhibit F.*—Schedules used in studying irregularity of employment in the women's garment trades.

*Exhibit G.*—Schedules used in studying conditions having relation to causes of death among cotton-mill operatives in Fall River, Mass.

*Exhibit H.*—Schedules and blank forms used in securing reports of accidents and claims and administering the acts providing for compensation to injured employees of the Federal Government.

2. Studies now being carried on by the bureau in which printed or typewritten schedule is not used, but in which work is carried on by one or a small group of individuals, following an outline:

Studies in industrial hygiene: Storage battery manufacture, rubber manufacture, printing trades, anthrax as an occupational disease in the United States.

In these studies in industrial hygiene the particular questions studied in the first three industries are especially: The extent of lead or other poisoning prevailing among employees, as shown by the records of hospitals and of physicians, and the mortality records of the localities in which the industries are found. The factory conditions which have relation as causes to the prevalence of lead and other poisoning and the practicable methods for removing or avoiding the dangerous conditions. Similar methods are followed in the study of anthrax as an occupational disease.

Two other subjects included in this group where fixed printed or typewritten schedule is not used deal with wholesale prices and the organization and method of administration of labor laws.

3. Studies now being carried on by the bureau, based on personal study and research, for the most part in the bureau: Government aid to home owning and housing for working people in European countries; industrial accident statistics; minimum-wage legislation in the United States and foreign countries; labor laws of the United States; foreign labor laws; decisions of courts and opinions affecting labor; sickness insurance and statistics of sickness among wage earners; mortality from consumption in dusty trades.

## EXHIBIT A.—SCHEDULES USED IN SECURING DATA IN REGARD TO RETAIL PRICES.

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
Washington, October 14, 1914.

We shall be greatly obliged if you will kindly enter on the inclosed form the price charged by your company on October 15, 1914, for gas for household use. If you have a sliding scale of prices based on quantity used, please inclose a copy of such scale. The accompanying envelope for the return of the filled form requires no postage.

Thanking you for your past courtesy and in advance for this additional favor,  
I am, very truly, yours,

\_\_\_\_\_  
*Commissioner of Labor Statistics.*

### SCHEDULE USED IN SECURING RETAIL PRICES OF GAS.

Name of person furnishing information: \_\_\_\_\_.

Price of manufactured gas, per thousand cubic feet, on October 15, 1914:

Gas for household lighting purposes—

Gross price: \$\_\_\_\_\_.

Net price: \$\_\_\_\_\_.

Gas for household cooking and heating purposes—  
Gross price: \$\_\_\_\_\_.  
Net price: \$\_\_\_\_\_.  
Address reply to United States Bureau of Labor Statistics.

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
Washington, January 12, 1915.

DEAR SIR: In continuation of prices kindly furnished by you, I shall be greatly obliged if you will enter on the inclosed form the retail prices on January 15, 1915, of the varieties of coal quoted by you last July and indicated on the form. The accompanying envelope for the return of the filled form requires no postage.  
The report showing retail prices of coal on July 15, 1914, in 42 of the most important industrial cities throughout the United States will be included in the bulletin covering retail prices of food from January 15 to August 15, 1914, which will soon be ready for distribution.  
Thanking you for your past courtesy and in advance for this additional favor, I am,  
Very truly, yours.

\_\_\_\_\_  
Commissioner of Labor Statistics.

Inclosures.

SCHEDULE USED IN SECURING RETAIL PRICES OF COAL.

RETAIL PRICE OF COAL ON JANUARY 15, 1915, DELIVERED TO FAMILY TRADE.

(The price entered should be the price charged *family trade*. The price should be for coal delivered to the consumer, but should not include any *extra* charge for storing in cellar or coal bin of consumer where an extra handling is necessary.)

Name of person furnishing information: \_\_\_\_\_  
Pennsylvania anthracite white ash coal:

	In ton lots.	In half-ton lots.
Egg.....	\$.....	\$.....
Stove.....	.....	.....
Chestnut.....	.....	.....
Pea.....	.....	.....
Bituminous coal (kind sold to family trade):	.....	.....
	.....	.....
	.....	.....
	.....	.....

B. L.—553.

[Schedule used in securing bread weights and prices from companies having a number of subsidiary companies.]

BREAD-WEIGHTS.

Name of person furnishing information .....  
Address .....; Date....., 191..  
[No.] [Street.] [City.] [State.]

Bakery.	City.	Name of loaf.	Retail price per loaf.	Scaling weight per loaf.	Baked weight (cold) per loaf.
			Cents.	Ounces.	Ounces.

## UNITED STATES BUREAU OF LABOR STATISTICS.

## DEPARTMENT OF LABOR.

[Schedule used principally for securing retail prices of dairy products. Forms for 1914 and 1915 practically the same.]

## RETAIL PRICES.

[Envelopes attached to page 2 (inside) of the cover on this schedule are referred to as follows: "The envelopes in this pocket require no postage when used to return monthly reports or for correspondence with the Bureau of Labor Statistics."]

## To the RETAIL DAIRYMAN:

For the continuation of the retail price reports you have furnished this bureau, the accompanying book of forms is provided for the data for 1914. The articles for which the bureau desires you to furnish prices month by month are indicated by a check (X) on the extreme right of the form for each month. For each of the articles checked you are requested to enter the price on the 15th of the month, or on the 16th, if the 15th falls on Sunday or on a holiday. You are also requested to enter on the bottom of the form under "Remarks" the cause of any material advance or decline since the 15th of the preceding month in the price of any article for which you are furnishing prices.

The sheet for each month is divided into two sections. The stub to the left of the perforated line is to remain in the book as your record of prices furnished the bureau. The section to the right of the perforated line is to be detached and mailed immediately after the 15th of each month to the "Commissioner of Labor Statistics, Washington, D. C.," in one of the envelopes furnished with the book of forms. These envelopes require no postage.

The following descriptions and explanations are supplied for your guidance:

*Milk, fresh, delivered, bottled.*—The price quoted should be the price per quart for fresh unskimmed milk, regularly delivered to customers at their homes. Enter on the price slip "P" if sold pasteurized. "R" is sold raw.

*Butter.*—Enter on the price slip "tub" or "print."

*Eggs, strictly fresh, near-by.*—Prices are desired for strictly fresh eggs, produced near enough to the point of sale to reach the consumer without requiring either cold storage or ice in transit. Prices should not be quoted for fancy eggs, or eggs selected for size or color.

*Eggs, fresh.*—Prices are desired for eggs which are between the grades usually known as "strictly fresh" and "storage." This class should include eggs shipped a considerable distance either without ice or iced in transit, and local eggs not "strictly fresh," but should not include any eggs which have been in cold storage.

*Eggs, storage.*—Prices are desired during the months you sell cold-storage eggs for the best grade of cold-storage eggs handled by you.

*Hens.*—Enter on the price slip "D" if drawn before weighing, or "Not" if not drawn before weighing. In case hens are generally sold alive, prices for live hens should be reported. If live hens are reported, cross out the word "dressed" on the price slip and enter the word "live."

Prices should be quoted for articles of the highest standard grade commonly sold by you. So-called "fancy grades" should not be quoted.

It is absolutely essential to the value of the record that you quote the price of exactly the same grade and brand of each article from month to month. Should it become necessary to change the brand or quality of any article, be sure to explain the change under "Remarks." The exact grade or brand in each case you will probably be able to identify best by consulting the stub containing the prices quoted for the preceding month.

The bulletin showing retail prices in forty of the principal cities is mailed you every second month. If you fail to receive it, kindly notify me in order that another copy may be sent to you.

Thanking you for your courtesy in furnishing to the bureau data for previous years, and asking for your continued cooperation.

I am, very truly, yours,

ROYAL MEEKER,  
Commissioner of Labor Statistics

B. L. S.—36.

RETAIL PRICES FOR THE UNITED STATES BUREAU OF LABOR STATISTICS.

Please enter prices on the date indicated below. Detach the right-hand half of this sheet and mail it in one of the accompanying envelopes to the Commissioner of Labor Statistics, Washington, D. C.  
This stub is to be retained by you.

Jan. 15, 1914.<sup>1</sup>

Article.	Price.
Milk, fresh ....., delivered, bottled per qt. [Enter "P" if pasteurized; "R" if raw.]	
Butter, creamery, extra..... per lb. [Enter brand, also "Tub" or "Print."]	
Eggs, strictly fresh, near-by .per doz.	
Eggs, fresh..... per doz.	
Eggs, storage..... per doz.	
Hens, year or more old, dressed, not drawn..... per lb.	

Remarks: .....

<sup>1</sup> The same form was used for each month during 1914.

B. L. S.—36

RETAIL PRICES.

.....  
[Name of firm.]  
.....  
[No.] [Street.] [City.] [State.]  
.....  
[Name of person furnishing information.]

Jan. 15, 1914.

Article.	Price.
Milk, fresh ....., delivered, bottled per qt. [Enter "P" if pasteurized; "R" if raw.]	
Butter, creamery, extra..... per lb. [Enter brand, also "Tub" or "Print."]	
Eggs, strictly fresh, nearby .per doz.	
Eggs, fresh..... per doz.	
Eggs, storage..... per doz.	
Hens, year or more old, dressed, not drawn..... per lb.	

Remarks: .....

Enter under "Remarks" the cause of any material advance or decline in the price of any article since the middle of last month.  
Continue remarks on the back of this sheet, if necessary.

RETAIL PRICES.

[Schedule used in securing bread weights and prices. Forms for 1914 and 1915 practically the same.]  
[Envelopes attached to page 2 (inside) of the cover on this schedule are referred to as follows: "The envelopes in this pocket require no postage when used to return monthly reports or for correspondence with the Bureau of Labor Statistics."]

TO THE BAKER:

For the continuation of bread weight and retail price reports you have furnished this bureau, the accompanying book of forms is provided for the data for 1915. You will notice from the form that in addition to the name or kind of bread there is a column for the scaling weight, or weight of dough for each loaf, and a column for the baked weight (cold); that is, the weight of the loaf as soon as it is cold after baking. For each of your leading brands of wheat bread baked for family trade you are requested to enter the weight and the retail price on the 15th of the month, or on the 16th if the 15th falls on Sunday or on a holiday. You are also requested to enter on the bottom of the form under "Remarks" the cause of any change in weight or of any advance or decline in the retail price since the 15th of the preceding month. "Wrapped" bread and "French" bread, when reported, should be indicated.

The sheet for each month is divided into two sections. The stub to the left of the perforated line is to remain in the book as your record of data furnished the bureau. The section to the right of the perforated line is to be detached and mailed immediately after the 15th of each month to the "Commissioner of Labor Statistics, Washington, D. C.," in one of the envelopes furnished with the book of forms. These envelopes require no postage.

The data furnished by you will be compiled in such a way that neither the name of your bakery nor the brand of your bread will be disclosed.

The bulletin showing retail prices in 43 of the principal cities is mailed you every six months. If you fail to receive it, kindly notify me in order that another copy may be sent to you.

Thanking you for your courtesy in furnishing to the bureau data for previous years, and asking for your continued cooperation,

I am, very truly, yours,

ROYAL MEEKER,  
Commissioner of Labor Statistics.

B. L. S.-37. B. L. S.-37.

BREAD WEIGHTS AND RETAIL PRICES FOR THE UNITED STATES BUREAU OF LABOR STATISTICS.

Please enter retail price and scaling weight and baked weight per loaf on the date indicated below. Detach the right-hand half of this sheet and mail it in one of the accompanying envelopes to the "Commissioner of Labor Statistics, Washington, D. C." This stub is to be retained by you.

Price on Jan. 15, 1915.<sup>1</sup>

Name of loaf.	Retail price per loaf.	Scaling weight per loaf.	Baked weight (cold) per loaf.
	Cents.	Ounces.	Ounces.

Remarks:

<sup>1</sup> The same forms are used for each month during 1915.

BREAD WEIGHTS AND RETAIL PRICES.

[Name of firm.]  
[No.] [Street.] [City.] [State.]  
[Name of person furnishing information.]

Price on Jan. 15, 1915.

Name of loaf.	Retail price per loaf.	Scaling weight per loaf.	Baked weight (cold) per loaf.
	Cents.	Ounces.	Ounces.

Remarks:

Enter under "Remarks" the cause of any change in weight or of any advance or decline in the price since the middle of last month. Continue remarks on the back of this sheet, if necessary.

[Schedule used in securing retail prices of food in 1914.]

[Envelopes attached to p. 2 (inside) of the cover on this schedule are referred to as follows: "The envelopes in these pockets require no postage when used to return monthly reports or for correspondence with the Bureau of Labor Statistics."]

To the RETAIL MERCHANT:

For the continuation of the retail-price reports you have furnished this bureau the accompanying book of forms is provided for the data for 1914. The articles for which the bureau desires you to furnish prices month by month are indicated by a check (X) on the extreme right of the form for each month. For each of the articles checked you are requested to enter the price on the 15th of the month, or on the 16th if the 15th falls on Sunday or on a holiday. You are also requested to enter on the bottom of the form, under "Remarks," the cause of any material advance or decline since the 15th of the preceding month in the price of any article for which you are furnishing prices.

The sheet for each month is divided into two sections. The stub to the left of the perforated line is to remain in the book as your record of prices furnished the bureau. The section to the right of the perforated line is to be detached and mailed immediately after the 15th of each month to the "Commissioner of Labor Statistics Washington, D. C.," in one of the envelopes furnished with the book of forms. These envelopes require no postage.

The following descriptions and explanations are supplied for your guidance:

**Pork chops.**—Prices are desired for loin chops and not for rib chops or for chops from the thick end of a "loin of pork."

**Bacon.**—Prices are desired for bacon which does not contain ribs, but not for fancy, ready-sliced bacon in jars or small packages. Prices are preferred for sliced bacon; but if you make more sales of piece bacon than of sliced bacon, you are requested to quote prices for piece bacon and enter on the price slip the range of weight of pieces quoted.

**Ham.**—Prices are preferred for sliced ham; but if you make more sales of whole ham than of sliced ham, you are requested to quote prices for whole ham and enter on the price slip the range of weight of hams quoted.

**Leg of mutton.**—Prices are desired for the hind leg (not the whole hind quarter of "yearling," in some localities known as "breaker." Sheep from 9 to 18 months old are classed as "yearling" by the bureau.

**Hens.**—In case hens are generally sold alive, prices for live hens should be reported. If live hens are reported, cross out the words "dressed, not drawn," on the price slip and enter the word "live."

**Wheat flour.**—Give price and brand of the flour for which you have most demand. If you have two brands for which there is equal demand, please enter brand and price of both.

**Corn meal.**—Enter on the price slip "White" if you are quoting white meal, or "Yellow" if you are quoting yellow meal. Enter the number of pounds usually sold at a time and give the price for which such lot is sold.

**Eggs, strictly fresh, near-by.**—Prices are desired for strictly fresh eggs, produced near enough to the point of sale to reach the consumer without requiring either cold storage or ice in transit. Prices should not be quoted for fancy eggs or eggs selected for size or color.

**Eggs, fresh.**—Prices are desired for eggs which are between the grades usually known as "strictly fresh" and "storage." This class should include eggs shipped a considerable distance, either without ice or iced in transit, and local eggs not "strictly fresh," but should not include any eggs which have been in cold storage.

**Eggs, storage.**—Prices are desired during the months you sell cold-storage eggs for the best grade of cold-storage eggs handled by you.

**Butter.**—Enter on the price slip "tub" or "print."

**Potatoes, Irish (or white).**—Price of "old" potatoes is desired as late in the spring or early in the summer as they constitute the bulk of your sales, but when the bulk of your sales comes to be "new" potatoes, then you are requested to give the price of new potatoes and note on the price slip that they are new potatoes.

Prices should be quoted for articles of the highest standard grade commonly sold by you, and for meat the prices quoted should be for the best cuts. So-called "fancy grades" or articles sold as "leaders" should not be quoted.

It is absolutely essential to the value of the record that you quote the price of exactly the same grade and brand of each article from month to month. Should it be necessary to change the brand or quality of any article, be sure to explain the change under "Remarks." The exact grade or brand in each case you will probably be able to identify best by consulting the stub containing the prices quoted for the preceding month.

The Bulletin showing retail prices in 40 of the principal cities is mailed you every second month. If you fail to receive it, kindly notify me in order that another copy may be sent to you.

Thanking you for your courtesy in furnishing to the bureau data for previous years and asking for your continued cooperation,

I am, very truly, yours,

ROYAL MEEKER,  
Commissioner of Labor Statistics.



B. L. S.—35.

RETAIL PRICES FOR THE UNITED STATES BUREAU OF LABOR STATISTICS.

Please enter prices on the date indicated below. Detach the right-hand half of this sheet and mail it in one of the accompanying envelopes to the "Commissioner of Labor Statistics, Washington, D. C." This stub is to be retained by you.

Jan. 15, 1914.<sup>1</sup>

Article.	Price.
Sirloin steak.....per lb.	\$.....
Round steak.....per lb.	.....
Rib roast, bone in.....per lb.	.....
Chuck toast, bone in.....per lb.	.....
Plate boiling beef (not corned).per lb.	.....
Pork chops, loin.....per lb.	.....
Bacon, clear, smoked, sliced..per lb.	.....
Ham, smoked, sliced.....per lb.	.....
Leg of mutton, yearling.....per lb.	.....
Hens, year or more old, dressed, not drawn.....per lb.	.....
Lard, pure, loose.....per lb.	.....
Wheat flour.....per 1-bbl. bag.	.....
[Enter brand.]	
Corn meal.....per.....lbs.	.....
[Enter "White" or "Yellow."] [Enter quantity usually sold.]	
Eggs, strictly fresh, near-by..per doz.	.....
Eggs, fresh.....per doz.	.....
Eggs, storage.....per doz.	.....
Butter, creamery, extra.....per lb.	.....
[Enter "Tub" or "Print."]	
Potatoes, Irish (or white).....per pk.	.....
Sugar, granulated.....	.....

Remarks: .....

<sup>1</sup> The same form is used for each month during 1914.

B. L. S.—35.

RETAIL PRICES.

.....  
[Name of firm.]  
.....  
[No.] [Street.] [City.] [State.]  
.....  
[Name of person furnishing information.]

Jan. 15, 1914.

Article.	Price.
Sirloin steak.....per lb.	\$.....
Round steak.....per lb.	.....
Rib roast, bone in.....per lb.	.....
Chuck toast, bone in.....per lb.	.....
Plate boiling beef (not corned).per lb.	.....
Pork chops, loin.....per lb.	.....
Bacon, clear, smoked, sliced..per lb.	.....
Ham, smoked, sliced.....per lb.	.....
Leg of mutton, yearling.....per lb.	.....
Hens, year or more old, dressed, not drawn.....per lb.	.....
Lard, pure, loose.....per lb.	.....
Wheat flour.....per 1-bbl. bag.	.....
[Enter brand.]	
Corn meal.....per.....lbs.	.....
[Enter "White" or "Yellow."] [Enter quantity usually sold.]	
Eggs, strictly fresh, near-by..per doz.	.....
Eggs, fresh.....per doz.	.....
Eggs, storage.....per doz.	.....
Butter, creamery, extra.....per lb.	.....
[Enter "Tub" or "Print."]	
Potatoes, Irish (or white).....per pk.	.....
Sugar, granulated.....	.....

Remarks: .....

Enter under "Remarks" the cause of any material advance or decline in the price of any article since the middle of last month.  
Continue remarks on the back of this sheet, if necessary. 14—47

[Schedule used in securing retail prices of food in 1915.]

[Envelopes attached to page 2 (inside) of cover on this schedule are referred to as follows: "The envelopes in these pockets require no postage when used to return monthly reports or for correspondence with the Bureau of Labor Statistics."]

To the Retail Merchants:

For the continuation of the retail-price reports you have furnished this bureau, the accompanying book of forms is provided for the data for 1915. The articles for which the bureau desires you to furnish prices month by month are indicated by a check (X) on the extreme right of the form for each month. For each of the articles checked you are requested to enter the price on the 15th of the month, or on the 16th if the 15th falls on Sunday or on a holiday. You are also requested to enter on the back of the form the cause of any material advance or decline since the 15th of the preceding month in the price of any article for which you are furnishing prices. The sheet for each month is divided into two sections. The stub to the left of the perforated line is to remain in the book as your record of prices furnished the bureau. The section to the right of the perforated line is to be detached and mailed immediately after the 15th of each month to the "Commissioner of Labor Statistics, Washington, D. C.," in one of the envelopes furnished with the book of forms. These envelopes require no postage. The following descriptions and explanations are supplied for your guidance: *Pork chops.*—Prices are desired for loin chops and not for rib chops or for chops from the thick end of a "loin of pork." *Bacon.*—Prices are desired for bacon which does not contain ribs, but not for fancy ready sliced bacon in jars or small packages. Prices are preferred for sliced bacon

but if you make more sales of piece bacon than of sliced bacon, you are requested to quote prices for piece bacon and enter on the price slip the range of weight of pieces quoted.

*Ham.*—Prices are preferred for sliced ham, but if you make more sales of whole ham than of sliced ham, you are requested to quote prices for whole ham and enter on the price slip the range of weight of hams quoted.

*Leg of mutton.*—Prices are desired for the hind leg (not the whole hind quarter) of "yearling," in some localities known as "breaker." Sheep from 9 to 18 months old are classed as "yearling" by the bureau.

*Hens.*—In case hens are generally sold alive, prices for live hens should be reported. If live hens are reported, cross out the words "dressed, not drawn," on the price slip and enter the word "live."

*Wheat flour.*—Give price and brand of the flour for which you have most demand.

*Corn meal.*—Enter on the price slip "White" if you are quoting white meal, or "Yellow" if you are quoting yellow meal. Enter the number of pounds usually sold at a time and give the price for which such lot is sold.

*Eggs, strictly fresh, near-by.*—Prices are desired for strictly fresh eggs, produced near enough to the point of sale to reach the consumer without requiring either cold storage or ice in transit. Prices should not be quoted for fancy eggs or eggs selected for size or color.

*Eggs, fresh.*—Prices are desired for eggs which are between the grades usually known as "strictly fresh" and "storage." This class should include eggs shipped a considerable distance, either without ice or iced in transit, and local eggs not "strictly fresh," but should not include any eggs which have been in cold storage.

*Eggs, storage.*—Prices are desired during the months you sell cold-storage eggs for the best grade of cold-storage eggs handled by you.

*Potatoes, Irish (or white).*—Price of "old" potatoes is desired as late in spring or early in the summer, as they constitute the bulk of your sales, but when the bulk of your sales comes to be "new" potatoes, then you are requested to give the price of new potatoes and note on the price slip that they are new potatoes.

*Beans.*—Price is desired for beans known in different localities as "navy," "pea," or "small white."

*Coffee and tea.*—Prices are desired of coffee and tea sold in bulk, but if your sales in bulk are too small to be representative, enter brand for which you have most demand with weight of such brand.

*Canned corn, peas, tomatoes, and salmon.*—Prices are desired in each case for the brand having a steady sale, and the net weight of such can.

Prices should be quoted for articles of the highest standard grade commonly sold by you, and for meat the prices quoted should be for the best cuts. So-called "fancy grades" or articles sold as "leaders" should not be quoted.

It is absolutely essential to the value of the record that you quote the price of exactly the same grade and brand of each article from month to month. Should it be necessary to change the brand or quality of any article, be sure to explain the change in a note. The exact grade or brand in each case you will probably be able to identify best by consulting the stub containing the prices quoted for the preceding month.

The bulletin showing retail prices in 43 of the principal cities is mailed you every six months. If you fail to receive it, kindly notify me, in order that another copy may be sent to you.

Thanking you for your courtesy in furnishing to the bureau data for previous years and asking for your continued cooperation,

I am, very truly, yours,

ROYAL MEEKER,  
Commissioner of Labor Statistics.

196 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

B. L. S.—35.

RETAIL PRICES FOR THE UNITED STATES BUREAU OF LABOR STATISTICS.

Please enter prices on the date indicated below. Detach the right-hand half of this sheet and mail it in one of the accompanying envelopes to the "Commissioner of Labor Statistics, Washington, D. C." This stub is to be retained by you.

Price on Jan. 16, 1915.

Article.	Price.
Sirloin steak.....per lb.	\$.....
Round steak.....per lb.	.....
Rib roast, bone in.....per lb.	.....
Chuck roast, bone in.....per lb.	.....
Plate boiling beef (not corned).....per lb.	.....
Pork chops, loin.....per lb.	.....
Bacon, clear, smoked, sliced.....per lb.	.....
Ham, smoked, sliced.....per lb.	.....
Leg of mutton, yearling.....per lb.	.....
Hens, year or more old, dressed, not drawn.....per lb.	.....
Lard, pure, loose.....per lb.	.....
Wheat flour.....per $\frac{1}{2}$ -bbl. bag.	.....
[Enter brand.]	
Corn meal.....per.....lbs.	.....
[Enter "White" or "Yellow."] [Enter quantity usually sold.]	
Eggs, strictly fresh, near-by.....per doz.	.....
Eggs, fresh.....per doz.	.....
Eggs, storage.....per doz.	.....
Butter, creamery, extra.....per lb.	.....
[Enter "Tub" or "Print."] Potatoes, Irish (or white).....per pk.	.....
Sugar, granulated.....	.....
Cheese, American, full cream.....per lb.	.....
Rice.....per lb.	.....
[Enter description of grade.] Beans, small white navy, hand-picked.....per lb.	.....
Coffee, bulk.....per lb.	.....
[Enter kind.] Tea, bulk.....per lb.	.....
[Enter kind.] Corn.....per.....can.	.....
[Enter brand.] [Enter weight.] Peas.....per.....can.	.....
[Enter brand.] [Enter weight.] Tomatoes.....per.....can.	.....
[Enter brand.] [Enter weight.] Salmon.....per.....can.	.....
[Enter brand.] [Enter weight.] Onions, yellow.....per qt.	.....
Prunes, California.....per lb.	.....
[Enter size.] Raisins, seeded.....per.....pkg.	.....
[Enter brand.] [Enter weight.] Oranges:	
California.....per doz.	.....
[Enter size.] Florida.....per doz.	.....
[Enter size.]	

The same form is used for each month during 1915.

B. L. S.—35.

RETAIL PRICES.

[Name of firm.]  
[No.] [Street.] [City.] [State.]  
[Name of person furnishing information.]

Price on Jan. 16, 1915.

Article.	Price.
Sirloin steak.....per lb.	\$.....
Round steak.....per lb.	.....
Rib roast, bone in.....per lb.	.....
Chuck roast, bone in.....per lb.	.....
Plate boiling beef (not corned).....per lb.	.....
Pork chops, loin.....per lb.	.....
Bacon, clear, smoked, sliced.....per lb.	.....
Ham, smoked, sliced.....per lb.	.....
Leg of mutton, yearling.....per lb.	.....
Hens, year or more old, dressed, not drawn.....per lb.	.....
Lard, pure, loose.....per lb.	.....
Wheat flour.....per $\frac{1}{2}$ -bbl. bag.	.....
[Enter brand.]	
Corn meal.....per.....lbs.	.....
[Enter "White" or "Yellow."] [Enter quantity usually sold.]	
Eggs, strictly fresh, near-by.....per doz.	.....
Eggs, fresh.....per doz.	.....
Eggs, storage.....per doz.	.....
Butter, creamery, extra.....per lb.	.....
[Enter "Tub" or "Print."] Potatoes, Irish (or white).....per pk.	.....
Sugar, granulated.....	.....
Cheese, American, full cream.....per lb.	.....
Rice.....per lb.	.....
[Enter description of grade.] Beans, small white navy, hand-picked.....per lb.	.....
Coffee, bulk.....per lb.	.....
[Enter kind.] Tea, bulk.....per lb.	.....
[Enter kind.] Corn.....per.....can.	.....
[Enter brand.] [Enter weight.] Peas.....per.....can.	.....
[Enter brand.] [Enter weight.] Tomatoes.....per.....can.	.....
[Enter brand.] [Enter weight.] Salmon.....per.....can.	.....
[Enter brand.] [Enter weight.] Onions, yellow.....per qt.	.....
Prunes, California.....per lb.	.....
[Enter size.] Raisins, seeded.....per.....pkg.	.....
[Enter brand.] [Enter weight.] Oranges:	
California.....per doz.	.....
[Enter size.] Florida.....per doz.	.....
[Enter size.]	

Enter on the back of this sheet the cause of any material advance or decline in the price of any article since the middle of last month.

EXHIBIT B.—SCHEDULES USED IN SECURING DATA IN REGARD TO WAGES, HOURS, AND CONDITIONS OF LABOR IN VARIOUS INDUSTRIES.

B. L. S.—51.

[This form is used in the collection of wage data from pay rolls of establishments in several industries. Before the agent goes to get the data for 1914, data for 1913 are entered on this form from schedules obtained in 1913. Thus the agent has comparative data for the preceding year to help him in his work. The agent by note explains material changes from year to year. This form is used in connection with B. L. S. 52, B. L. S. 55, and B. L. S. 60.]

RATES OF WAGES: EMPLOYEES, 1913 AND 1914.

(1)....., 1913; (2).....; (3).....  
 [Pay roll for—] [Ending.] [Total employees.] [Special agent.]  
 (4)....., 1914; (5).....; (6).....  
 [Pay roll for—] [Ending.] [Total employees.] [Special agent.]  
 (7).....  
 [Name of establishment.]  
 (8).....; (9).....; (10).....  
 [No.] [Street.] [City.] [State.]  
 (11).....  
 [Industry.]  
 (12).....  
 [Name and position of person who furnished information for 1913.]  
 (13).....  
 [Name and position of person who furnished information for 1914.]

(14) Occupation.	Number of employees.		Nominal working time per week.					
	(15) 1913	(16) 1914	1913			1914		
			(17) Days.	Full time hours.		(20) Days.	Full time hours.	
				(18) Monday to Friday.	(19) Saturday.		(21) Monday to Friday.	(22) Saturday.

B. L. S.—52.

[This form is used by agents in reporting wage data copied from pay rolls of establishments in several industries. The rates of time-workers and the total hours and total earnings of pieceworkers are entered on this form.]

RATES OF WAGES, 1914.

(1).....  
 [Number or name of establishment.]  
 (2).....; (3).....  
 [Occupation.] [Pay roll for—] [Ending.]  
 (4).....; (5) Monday to Friday, .....; Saturday, .....  
 [Days per week.] [Hours full time.] [Hours.]

(6) Occupation term on pay roll, if different from bureau term.	(7) Number of employees.	(8) Sex.	(9) Time-work: Rate of pay per..... of....hours.	Piecework.	
				(10) Hours worked.	(11) Actual earnings.

**B. L. S.—55.**

[This form is used in collecting wage data for several industries. Many employers do not ordinarily keep a record of time worked by employees on piecework. When such a record is not kept, this form is placed with the employers to have recorded thereon the time lost each day by each pieceworker during a representative pay period. From this special record a computation can be made of the time worked. In some establishments the form is changed and a record is kept of time worked rather than time lost. The establishment follows the method that it considers the more convenient. After the time record has been kept, an agent of the bureau calls and gets from the pay rolls the earnings in the corresponding time.]

U. S. DEPARTMENT OF LABOR: BUREAU OF LABOR STATISTICS.

Establishment..... Shop or department.....

### RECORD OF TIME LOST BY PIECEWORKERS.

**During pay-roll period of....., ending....., 191 .**

Please record on this sheet, day by day, the time lost (expressed in nearest quarter hour, as  $\frac{1}{4}$ ,  $\frac{1}{2}$ ,  $\frac{3}{4}$ ) by each pieceworker for each day covered by the pay roll. Intervals spent in the factory during the day waiting for work are not to be counted as time lost. Each full day's work should be indicated by a check ( $\checkmark$ ) mark. In the case of employees entering or leaving the service of the shop or department during the pay-roll period specified, the letters "E" or "L" should be entered in the proper column, together with the actual time worked on that day.

**This record need not be kept for time workers. Use separate sheets for each shop or department.**

When completed the sheets should be assembled and kept in the factory office until the visit of the special agent of the Bureau of Labor Statistics.

[illegible]

**B. L. S.—60.**

[This form is supplied to establishments in clothing manufacturing. In this industry many employers do not ordinarily keep a record of time worked by employees on piecework. Employers having no record of time worked by pieceworkers are asked to keep such a record on this form during a specified pay-roll period. After the expiration of the selected pay-roll period a special agent of the bureau visits the establishment and gets from the pay rolls the earnings in the corresponding time.]

(Establishment.) (Shop.) (City.) (State.) (Agent.)

U. S. DEPARTMENT OF LABOR, BUREAU OF LABOR STATISTICS, WASHINGTON, D. C.

**Record of time worked by pieceworkers during week ending ....., 191**

Please record on this sheet the time worked each day by each pieceworker to nearest quarter hour and hold the sheet until called for by an agent of the department. Short intervals of waiting for work are considered as time worked.

Check number or name.	Occupation. (Kind of work done and the part of the gar- ment on which engaged.)	(Leave blank.)	Sex.	Hours worked each day.						Total hours.	Earn- ings.	(Leave blank)	

[This form is used in collecting wage data, by agents and by correspondence, for the different departments of the iron and steel industry: Blast furnaces, bessemer converters, open-hearth furnaces, blooming mills plate mills, standard rail mills, bar mills, sheet mills, tin-plate mills.]

## RATES OF WAGES—IRON AND STEEL.

Sheet No.: .....; Establishment No.: .....; Special agent: .....

A. Name of establishment: .....; B. Locality: .....

C. Department of plant: .....; D. Type of producing plant: .....

E. Pay roll for ..... to ....., 191 .....

F. Person who furnished information: .....; .....; .....  
[Name.] [Position.] [Address.]

G. Number of turns operated during preceding calendar year:  
Double turns .....; Single turns .....

H. Production in this department during preceding calendar year:  
Total output .....; Net output .....  
[See instructions.] [See instructions.]

[illegible]

**B. L. S.—58.**

[This form is used by agents in the collection of supplementary data relating to wages and working conditions. Its primary purpose is to determine the fluctuation in the volume of employment during the year. All establishments in the various industries furnishing data as to rates of wages and hours of labor are requested to furnish data for this schedule.]

## U. S. DEPARTMENT OF LABOR: BUREAU OF LABOR STATISTICS.

**CONDITIONS OF LABOR IN THE ..... INDUSTRIES.**

1. ....; 2. ....: 3. ....  
 [Name of establishment.] [City.] [State.]  
 ,  
 4. ....  
 [Name and title of person furnishing information.]  
 5. Number of persons that must be employed to operate the establishment full time and normal full force  
 including all positions usually carried on the pay roll .....  
 6. Totals of pay rolls, etc., for one year, ending ..... 191..

[illegible]



7. Actual hours of operation at beginning of year and changes (covering a period of more than 2 weeks) in factory as a whole or in any department during year ending ..... , 191

Dates.	Actual hours worked by—											
	Day force.						Night force.					
	Males.			Females.			Males.			Females.		
	Mon-day to Fri-day.	Satur-day.	Total.	Mon-day to Fri-day.	Satur-day.	Total.	Mon-day to Fri-day.	Satur-day.	Total.	Mon-day to Fri-day.	Satur-day.	Total.

8. Number of calendar days factory was closed in year ending ..... , 191... , on account of—  
Sundays.....  
Holidays.....  
Slack work.....  
Inventory.....  
Strike.....  
Lockout.....  
.....  
.....

Total days closed.....  
Days worked.....

9. What vacations are allowed, and to what extent are wages paid employees on vacation? .....  
10. Are extra rates paid for overtime?..... If so, explain system and state rates: .....  
11. Guaranteed minimum wage, by classes:

Occupation of employees.	Sex.	Time, age, and other conditions.	Guaranteed minimum wage	
			\$.....	per .....
			\$.....	per .....
			\$.....	per .....
			\$.....	per .....

12. If wages are advanced according to length of service, explain system: .....  
13. Piece rates paid at date of pay roll copied for the principal standard units of the industry:

Occupation, description of unit, and work performed.	Piece rate per unit of payment
	..... per .....
	..... per .....
	..... per .....
	..... per .....

14. Describe welfare work, if any, and give cost to establishment, and to employees, in year ending ..... , 191.....

15. Relations with labor organizations:  
a. Does establishment conduct a union shop?.....  
b. Does establishment give preferential employment to union labor?.....  
c. Does establishment operate a nonunion shop?.....  
16. If a union shop, is it a union-label shop?.....  
17. Is establishment bound as member of manufacturers' association in agreement with unions?.. .  
18. Is there a printed or written agreement between firm or association and employees?.....  
If so, forward copy with schedule



13. Regular working time of motormen and conductors.

[Specify hour of beginning and ending each class or subclass.]

Classes of runs.	First period.		Second period.		Third period.	
	Beginning.	Ending.	Beginning.	Ending.	Beginning.	Ending.
1. First early regular.....						
2. Last early regular.....						
3. First late regular.....						
4. Last late regular.....						
5. First swing.....						
6. Last swing.....						

14. Wages and hours of labor of individuals on pay roll for ending....., 1914. [See separate sheets.]

15. Number of motormen and conductors—		Motormen.	Conductors
(a) In employ....., 1913.....			
(b) Taken on during year.....			
(c) Left service during year.....	Died.....		
	Discharged.....		
	Resigned.....		
	Total.....		
(d) In employ....., 1914.....			
16. What is probationary period of service.....			
17. What compensation is paid during such probationary service to—			
(a) Motormen .....			
(b) Cnductors.....			
18. Are regular men given extra pay for overtime.....; if so, at what rate.....			
19. Are swing men paid for overtime.....; if so, at what rate.....			
20. Are men allowed to work overtime if they so desire.....			
21. Are employees given extra pay for operating—			
(a) Snow plow.....; if so, what additional rate.....			
(b) Sweeper.....; if so, what additional rate.....			
(c) Mail car.....; if so, what additional rate.....			
(d) Freight car.....; if so, what additional rate.....			
22. Are a certain number of trips required for a day's work.....			
If so, explain: .....			
23. If delays occur, are employees paid for time in excess of usual hours per day.....; if so, specify .....			
24. Is extra compensation allowed for work after midnight and until early regulars go on duty.....; if so, specify.....			
25. How long before the departure of car are motormen and conductors required to report at barr.....			
26. Are motormen and conductors paid for such advance time.....			
(a) Regulars.....; (b) Swing men.....			
27. Is there a minimum guaranteed monthly wage to extra men.....; if so, how much.....			
28. What are the minimum hours per day (or pay therefor) guaranteed to extra men.....			
29. If an extra man reports for duty as ordered and his services are not used, is he allowed pay.....			
If so, how much time.....			
30. How much time, with pay, is allowed for making out regular reports at night—			
(a) Motormen.....; (b) Conductors.....			
31. Are pen paid for actual time spent after run in making out accident reports.....			
32. How often are employees paid off.....			
33. How long after expiration of pay period.....			

EMPLOYMENT AND WORKING CONDITIONS.

34. Is there an entrance age requirement for employees?.....	
If so, specify (a) Maximum.....; (b) Minimum.....	
35. Is physical examination required?.....; if so, specify.....	
36. Are motormen and conductors required to make a cash deposit or give bond upon entering company's employ?.....; if so, specify amount, conditions, etc.....	
37. Are motormen and conductors required to purchase their own uniform?.....; if so, may they buy them in open market?.....	

38. Are they required to provide a watch?.....
39. Are conductors required to provide their own money for change?.....; if so, how much?.....
40. Are employees allowed free transportation—  
(a) Going to and from work?.....  
(b) At other times while off duty?.....
41. Is free transportation allowed other members of family?.....
42. Is working board provided at each car barn?.....; if so, at what time during the day is schedule for following day posted?.....
43. How many meal periods are allowed—  
(a) Regulars?.....; (b) Swing men?.....
44. How much time is allowed for each meal?.....
45. In case the last car before meal time is late, how does it affect the meal period?.....
46. In case delay causes the missing of a regular meal, what opportunity is permitted for employee to get a meal?.....
47. When men are held for orders, thus being prevented from going home, does the company furnish (a) box lunches?.....; or (b) make cash allowance above regular pay?.....; if the latter, what amount is allowed?.....
48. How many days off each week or month (specify) are allowed motormen and conductors:  
(a) Sundays {With pay?.....} (b) Other days {With pay?.....}  
{Without pay?.....} {Without pay?.....}
49. What is the system of promotion—  
(a) Merit?.....; (b) Seniority of service?.....  
(c) Other?.....; Specify.....
50. Does the company offer premiums for prevention of accidents?.....; if so, specify.....
51. Are seats provided for: (a) Motormen?.....; (b) Conductors?.....
52. Is motorman or conductor notified before his dismissal or suspension as to charges against him?.....
53. Is aggrieved employee allowed an appeal?.....
54. Are toilet facilities provided other than at the starting points?.....
55. Longest period of time without opportunity to use toilet facilities?.....
56. Are cars provided with inclosed vestibules?.....
57. How are cars heated?.....
58. Are swing men required to do any work outside of their regular occupation?.....; if so, at what rate are they paid?.....
59. Do conductors and motormen have a voice in the selection of their runs?.....; if so, what is their system of selection?.....

#### BENEFITS.

60. What provision does the company make for employees injured while on duty.....
61. Does the company insure the lives of its employees. ....; if so, explain the system:.....
62. Is there a benefit association of employees.....; if so, describe it.....
63. What percentage of motormen and conductors belong to such association.....
64. Amount of monthly dues.....
65. Amount of weekly sick benefit.....
66. Amount paid in case of death.....
67. Procure copies of the following [check items sent].  
(a) Copy of application blank.  
(b) Blank form for physical examination of applicants.  
(c) Copy of contract between the company and its employees.  
(d) Copy of agreement between the company and the street railway employees' association.  
(e) Copy of rules and regulations governing employees.  
(f) Copy of benefit association rules and blanks.

[B. L. S. 61b.]

[This form is used in the street railway inquiry in connection with B. L. S. 61. On it are entered the actual time worked by each trainman each day of the pay period copied, and the regular scheduled running time and outside time for the different days of the week.]

U. S. DEPARTMENT OF LABOR: BUREAU OF LABOR STATISTICS.

14. Wages and hours of labor of individuals on pay roll for ..... ending ..... 1914

Number or name.	Occupation.	Class.	Hours worked each day in week, including overtime.							Rate of wages per .....	Total earnings, including overtime.	Over-time.		Hours of run.	Hours completed within.	Hours of run.	Hours completed within.	Hours of run.	Hours completed within.
												Rate.	Total hours.						

B. L. S. -70.

UNITED STATES DEPARTMENT OF LABOR: BUREAU OF LABOR STATISTICS.

[This form is used in the collection, by correspondence, of wage data relating to street railway operation ;

STREET RAILWAY OPERATION (CITY LINES).

(Please report condition in May, 1914, and mail to "Commissioner of Labor Statistics, Washington, D. C. " in inclosed envelope, which requires no postage. Do not include information relating to interurban lines.)

1. Name of company.....
2. Person furnishing information.....

(Name.)(Title.)
3. City.....4. State.....
5. Wage scale of motormen and conductors and number employed at each rate. Under class by length of service give basis of each rate classification.

Motormen.			Conductors.		
Class by length of service.	Rate.	Number.	Class by length of service.	Rate.	Number
First..... months.....			First..... months.....		
From..... to.....			From..... to.....		
From..... to.....			From..... to.....		
From..... to.....			From..... to.....		
From..... to.....			From..... to.....		
From..... to.....			From..... to.....		

6. How many included above are: Extra motormen .....; extra conductors .....
7. Schedule runs of motormen and conductors; that is, hours and minutes on duty per day, working full time: Shortest .....; longest .....; prevailing .....
8. Outside or completed within time per day of motormen and conductors on schedule runs; that is, time between beginning of first trip of day of last trip of day: Shortest .....; longest .....; prevalling .....
9. Are extra motormen and conductors guaranteed a minimum daily or monthly wage. .... If so how much. ....





INDIVIDUAL'S STATEMENT.

10. In establishment from.....to.....  
11. In what department during last month of employment in this establishment?.....  
12. During the last pay-roll period before leaving establishment what was your (a) Rate of pay.....  
(b) Total amount of commissions and P. M's..... (c) Total earnings.....  
(d) Total sales.....  
13. What was your reason for leaving the establishment?.....  
14. How many places of employment have you had since leaving?.....  
15. Present place of employment..... (a) Industry..... (b) Occupation.....  
16. How long have you been in your present place of employment?.....  
17. Present rate of pay..... Actual earnings during last pay-roll period of present employment.....  
18. Time lost in last pay-roll period: (a) Number of full days..... (b) Number of half days.....  
19. Nominal full-time weekly working hours..... Average actual weekly working hours.....

[Schedule used in securing information in regard to operations of Oregon minimum-wage law]

INDIVIDUAL SCHEDULE No. 2.

1. Name and address..... 2. Age..... 3. Years of experience in retail stores.....  
4. Present place of employment.....  
5. Since September 1, 1913, has there been any change in your (a) place of employment?.....  
If so, when?.....  
(b) Occupation.....; if so, when?..... (c) Rate of pay.....; if so, when?.....  
(d) P. M's. or commissions.....; if so, when?..... (e) Actual working hours.....  
if so, when?.....  
If not, supply only the data requested for last October, 1914, pay-roll period; otherwise, fill in the lines calling for data as to previous conditions.  
6. Hours, wages, and sales per month:

	Occu- pation.	De- part- ment.	Rate of pay.	Nomi- nal hours.	Actual hours worked.	Lost time.		Re- ceived in wages.	Re- ceived in P. M's.	Total earn- ings.	Total sales.	Sell- ing cost per cent.
						Full days.	Half days.					
Present place of employ- ment:												
Last Octo- ber, 1914. pay - roll period.....			\$.....					\$.....	\$.....	\$.....	\$.....	
Last pay- roll pe- riod un- der previ- ous rate.....												
Previous place of employ- ment:												
Last pay- roll pe- riod.....												

7. If you have changed place of employment during the year, what was the reason for the change?.....  
8. How long had you been in the previous place of employment at the time you made the change?..  
Remarks.....

EXHIBIT E.—SCHEDULES USED IN SECURING REPORTS OF ACCIDENTS IN  
IRON AND STEEL INDUSTRY AND MACHINE-BUILDING INDUSTRY—  
THESE REPORTS ARE SUPPLEMENTED BY STUDIES MADE IN INDIVIDUAL ESTABLISHMENTS WITH A VIEW TO ASCERTAINING CAUSES  
OF ACCIDENTS AND PRACTICABLE MEANS OF PREVENTION.

(B. L. S.—64.)

[Schedule used in securing detailed reports of individual accidents from establishments in iron and steel industry and machine-building industry.]

REPORT OF ACCIDENT.

- [NOTE.—The squares below are for use in office tabulation, and nothing should be written in them  
Establishment number:..... Date: [.....] [.....] Hour: .....  
Age, [.....]; Race, ..... [.....] Married or single, .....  
Speak English?.....; if not, what language?.....  
Department, [.....] Occupation, .....  
Machine, appliance, or condition causing injury: .....  
Description of injury (if the injury causes death, it should be described as in other cases): .....  
Result of injury (this should be entered under one of the three following heads):  
  (1) Fatal?.....  
  (2) Permanent injury?..... If so, state nature [.....]  
      state time from occurrence of accident until injured was able to resume work, .....  
  (3) Temporary disability?..... Time lost in days, .....  
[Explanatory remarks may be entered on reverse of this card.]

[B. L. S.—43.]

*Schedule of disabling accidents (resulting in death, permanent injury, or temporary disability of one day or over) occurring during the year ending Dec. 31, 191 .*

[Schedule used in securing yearly reports of accidents from employers in iron and steel industry and machine-building industry.]

..... Company. Name or number of plant: .....

1. Department of plant.		2 Employment; total hours worked by all men during year, as shown by the time books.		Accidents resulting in—		Temporary disability (loss of 1 day or over)* terminating in—
				Permanent injury. <sup>1</sup>		
				Loss of—		
		3. Death.		23. Other permanent injuries.		
		4. Great toe.		24. Both eyes.		
		5. 1 joint of great toe.		25. Total.		
		6. Other toe or toes.		27. First week		
		7. 1 joint of other toe or toes.		28. Second week		
		8. Foot.		29. Third week		
		9. Both feet.		30. Fourth week		
		10. Leg.		31. Fifth week		
		11. Both legs.		32. Sixth to thirteenth week.		
		12. Thumb.		33. Fourteenth week or later.		
		13. 1 joint of thumb.		34. Duration of disability not known.		
		14. 1 joint of finger or fingers.		35. Total.		
		15. 1st finger.		36. Grand total.		
		16. 2d finger.				
		17. 3d finger.				
		18. 4th finger.				
		19. Hand.				
		20. Both hands.				
		21. Arm.				
		22. Both arms.				
		23. Eye.				
		24. Both eyes.				
		25. Other permanent injuries.				
		26. Total.				
		27. First week				
		28. Second week				
		29. Third week				
		30. Fourth week				
		31. Fifth week				
		32. Sixth to thirteenth week.				
		33. Fourteenth week or later.				
		34. Duration of disability not known.				
		35. Total.				
		36. Grand total.				

<sup>1</sup> Cases of plural injuries which might be entered in more than one of these classes should be entered but once under what is regarded as the more severe injury. An injury included among permanent injuries should not be placed also among temporary disabilities. Amputation between the knee and the ankle or between the elbow and wrist is considered as the loss of a foot or a hand, respectively, above the knee or elbow as the loss of a leg or an arm. If more than one joint of a digit is lost it is considered as the loss of an entire member.

<sup>2</sup> When an injured man returns to work at the beginning of his regular day or turn following that in which he was hurt, his injury is regarded as non-disabling and is not included. When he does not return at the beginning of his next regular day or turn, his injury is regarded as disabling and is recorded in accordance with the length of disability.

EXHIBIT F.

[Schedule used in studying irregularity of employment in the women's garment trades.]

1. Firm No..... 2. Agent's initials..... 3. Number of employees.....  
(Busiest week of year ending July 31, 1913.) a. Piece workers.... b. Week workers.... c. Total.....

Total pay roll each week, August, 1912, to July, 1913.

Week No.	Amount (nearest dollar).		Week No.	Amount (nearest dollar).		Week No.	Amount (nearest dollar).	
1			19			37		
2			20			38		
3			21			39		
4			22			40		
5			23			41		
6			24			42		
7			25			43		
8			26			44		
9			27			45		
10			28			46		
11			29			47		
12			30			48		
13			31			49		
14			32			50		
15			33			51		
16			34			52		
17			35			Total		
18			36					

EXHIBIT G.—SCHEDULES USED IN STUDYING CONDITIONS HAVING  
RELATION TO CAUSES OF DEATH AMONG COTTON-MILL OPERA-  
TIVES.

[B. L.—601]

UNITED STATES GOVERNMENT.

COTTON MILL OPERATIVES—INDIVIDUAL SLIP.

[Use this card for females only.]

- A. Name of establishment.....  
B. Name or number of mill where employee works.....  
C. Occupations carried on in room where employee works.....  
D. Name of employee's workroom overseer. Mr.....  
1. Name of employee..... Check No.....  
2. Residence. No..... Street.....  
3. Age at last birthday (if exact age is unknown, state probable age).....  
4. Country of birth..... Of father's birth.....  
[If born in Canada, state whether French or English Canadian.]  
5. Occupation or special work now done in mill.....  
6. Number of years at present occupation..... 7. Whole number of years at work in cotton mills..  
8. Number of years with present employer.....  
9. Single, married, widowed, or divorced (mark ring around proper word).....  
10. If ever married, whole number of children born..... Number now living: Under 14. .. 14 and over.  
(a) How many babies died before reaching the age of one year..  
11. If you are married, total number of wage earners (not including boarders) in own family..  
(a) If single and living at home, number of wage earners (not including boarders) in whole home  
family.....  
12. Within the last 5 years has any near relative, over 9 and under 65 years of age, died.....  
(a) If so, answer questions on the back of this card.

[OVER]

## FAMILY DEATHS

1 Did any of your family die during 1912.....  
2 Name of last one dying.....  
3 Age of last one dying..... Relationship to you.....

**Deaths of relatives only, over 9 and under 65 years of age, who died in the years 1908-1911.**

1911.		1909.	
1. Age .....	Sex .....	1. Age .....	Sex .....
2. Name .....		2. Name .....	
3. Relationship to you .....		3. Relationship to you .....	
4. Occupation or kind of work done .....		4. Occupation or kind of work done .....	
5. How long out of cotton mill before death .....		5. How long out of cotton mill before death .....	

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1910.		1908.	
1. Age .....	Sex .....	1. Age .....	Sex .....
2. Name .....		2. Name .....	
3. Relationship to you .....		3. Relationship to you .....	
4. Occupation or kind of work done .....		4. Occupation or kind of work done .....	
5. How long out of cotton mill before death .....		5. How long out of cotton mill before death .....	

[B. L.—552.]

Age ..... dis. ....; occ. ....

1 No. .... name ..... M. P.  
2 Res. No. .... St., ... Wd., Fall River [ ]  
3 Date ....., 19....; Wh., Col.; age .....; male, female; S. M. W. D. ....  
4 Bpl. ....; Fa. .... Mo. .... f. h. .... [ ]  
5 Occ. .... 2d dis. ....  
6 Dis. ....; y. ....; m. ....  
7 Dr.: ..... M. D.; Undtkr.: .....  
8 Infor.? F., M.; H. W.; Son, Dat.; B., S.; Fd., N. ....

---

1 Childhood? country, village, city. Ever employed in a cotton mill? [ ]  
2 Yrs. lived in city whr. died .....; Yrs. sch. ....; Age began mill work .....  
3 Name of last mill furnishing such employment? 4 How long employed in each mill? 5 Located in what city?  
..... yrs. ....; mos. ....  
..... yrs. ....; mos. ....

---

6 Partic. mill trade most engaged in? .....; yrs. ....  
7 Mill trade last engaged in? .....; yrs. ....

---

8 Wgt.? .....; How long before death was last work in mill? [ ] yrs. ....; mos. ....  
9 Oth. ill., acc., def'm., under-devel.? .....; Excess tea, snf., smk., alc.? ..... (over)?  
10 Debil. causes fat. illness: Alleg.? .....; prob.? ..... (over); Hrs. hswk.? .....  
11 Home (not): No. rooms? .....; bdrs.? .....; No. in fam.? .....; total occ. ....  
12 Income: Dec.? \$ .....; fam.? \$ .....; Ins.? \$ .....; yrs.? .....; Fun.? \$ .....  
13 Apt.: (un)tidy; (ill)vent.; (bad) light; hrs. sun. ....; No. win. bdr.? .....; Rnt.? \$ .....  
14 Apt. fl. ....; No. apts. in bldg.? .....; within 20 ft. at rt.? .....; ft. ....; at left.? .....; ft. ....  
15 Sewer .....; w. c.: apt., hall, cel., surf. .... ft.; b. tub; city wat.; Hygn.? [ ]  
16 Age at marriage? .....; yrs. bet. births? a .....; b .....; c .....; d .....; e .....; f .....  
17 Wks. out mill bef. and aft. last and prev. births? bf. ....; bf. ....; af. ....; af. ....  
18 Total chil.? .....; Ages? {liv. over 15 .....; under 2 .....; No. ....  
                                {dead over 15 .....; under 1 .....; No. ....}

---

19 Has fel. wkr., par., bro., sist., or ..... d. of Tb.? [ ] (over)?  
20 Has any rel. now asthma, bronch., Tb.? .....; fel. wkr. Tb.? ..... (over)?  
21 Inf.'s name? ..... res.? ..... (over)?

**EXHIBIT H.—SCHEDULES AND BLANK FORMS USED IN SECURING THE REPORTS OF ACCIDENTS AND CLAIMS IN ADMINISTERING THE ACTS PROVIDING FOR COMPENSATION TO INJURED EMPLOYEES OF THE FEDERAL GOVERNMENT (ACTS OF MAY 30, 1908, MAR. 4, 1911, MAR. 11, 1912).**

DEPARTMENT OF COMMERCE AND LABOR, BUREAU OF LABOR STATISTICS.

**COMPENSATION TO INJURED GOVERNMENT EMPLOYEES.**

[Regulations issued by the Secretary of Commerce and Labor governing the operation of the Government compensation act for employees injured in the service of the United States.]

**REGULATIONS CONCERNING THE DUTIES OF EMPLOYEES, OFFICIAL SUPERIORS, AND MEDICAL OFFICERS.**

**DUTIES OF EMPLOYEES.**

1. *Reports of injuries.*—Whenever any injury is sustained by an employee in the course of his employment, he shall immediately report the same to his official superior, if he is able to do so, giving, also, a statement of the facts and the names of witnesses, if any.

2. *First-aid treatment.*—No matter how slight the injury sustained, the injured employee shall immediately apply to the dispensary or medical officer, if there be one, for examination and for first-aid treatment, and it shall be the duty of his official superior to direct him to do so.

3. *Reports of disability.*—In case the disability arises some time after the injury has been received, it shall be the duty of the injured employee to notify his official superior within 48 hours from the beginning of such disability.

4. *Treatment.*—It shall be the duty of each injured employee intending to take advantage of the provisions of the act to obtain necessary medical and surgical treatment and to comply with all reasonable orders for treatment and conduct which the attending physician may give. He shall also submit to such medical examinations as his official superior may from time to time direct.

5. *Notices of continuing disability.*—Every employee injured in the course of employment who is unable to return to work because of such injury, shall, within 24 hours, inform his official superior of such fact, either in person or by mail, telephone, or messenger. Such notice shall be given by the injured employee or for him every week, unless, in the opinion of the official superior, the permanent nature of the injury makes this notice unnecessary. Such notice should state when the injured employee was last seen by his attending physician.

6. *Examinations.*—For the purpose of the medical examinations prescribed by the act, the injured employee shall appear at the dispensary of the establishment whenever directed to do so; but if he claims to be unable to present himself for such examination, the medical officer or other officially designated physician may call at the residence of the injured employee in order to make an examination. The injured employee shall be entitled to have his attending physician present during such examination.

7. *Disagreements.*—If the injured employee refuses to accept the opinion of the official examining physician as to his ability to resume work, either because of a different opinion held by his private physician, or for any other reason, the employee shall immediately so report to his official superior, who will in turn report the same to the Secretary of Commerce and Labor.

8. *Examinations by order of the Department of Commerce and Labor.*—On receipt of reports concerning disagreement between the claimant or his physician and the official examining physician, the Secretary of Commerce and Labor will immediately order an examination of the claimant by a physician designated by him, so as to ascertain the claimant's physical condition; and if the employee refuses to submit to or obstructs such examination, the right to compensation shall be lost for the period covered by the continuance of such refusal or obstruction.

9. *Claims.*—The claim, properly filled out, must be presented by the injured employee to his official superior, who shall forward the same, with the statements of witnesses, if there were witnesses, through the regular official channels for transmission to the Secretary of Commerce and Labor.

10. *Certificates.*—In cases of continuing disability the injured employee shall furnish such medical certificates from time to time as the official superior may require.

11. *Disregard of instructions.*—Where an injured employee shall fail to make any of the reports prescribed in these regulations or refuse to submit himself to exami-

nation by the medical officer or other officially designated physician when ordered by his official superior to do so, such refusal of failure will be considered by the Secretary of Commerce and Labor as presumptive evidence against his right to compensation under the law.

#### DUTIES OF OFFICIAL SUPERIORS.

12. *Record of accident.*—Whenever an accident causing injury to an employee comes to the knowledge of the person in charge of such employee, he should immediately secure a record of the cause and nature of the accident and the nature and extent of the injury, however slight. The names and testimony of witnesses should also be secured and the employee directed to apply to the dispensary or medical officer, if there be one, for examination and first-aid treatment.

13. *Reports of injuries.*—All injuries which prevent the employee from performing work for one day or longer should be reported to the Secretary of Commerce and Labor by the official superior of such employee on the form provided for that purpose within 48 hours after such injuries have been brought to the notice of such official superior. The reports called for in paragraphs numbered 1, 3, 13, 14, and 16 should be made for all employees regardless of the application of the provisions governing compensation.

14. *Report of termination of disability.*—Whenever a person who has been reported disabled by an accident is able to return to work his official superior should immediately report the termination of such disability to the Secretary of Commerce and Labor on the proper form.

15. *Disagreements.*—The official superior should make immediate report directly to the Secretary of Commerce and Labor of all cases of disagreement between the injured employee and the official examining physician as to the ability of the employee to resume work.

16. *Report of death.*—Whenever an injury received in the course of employment results in death, either immediately or within one year thereafter, such death should be reported on the proper form as soon as possible after the knowledge of such death reaches the official superior of the deceased employee.

17. *Blanks to be furnished.*—Whenever the official superior of an injured employee has reason to believe from the statement of the medical officer or other officially designated physician, or from any other evidence, that disability has lasted more than 15 days, he should furnish such employee with a blank form for claim and call his attention to the provisions of the compensation act. Blank forms should be furnished upon request to any employee wishing to make a claim.

18. *Indorsement of claims.*—The official superior or other person designated should either fill out and sign the certificate of approval provided for that purpose, or indicate the reasons for his refusal to give his approval. In either case, statements of witnesses, if any, and copies of the records of the examination of the claimant by the medical officer or officially designated physician, if such examinations have been made, should be attached to the claim and the entire record submitted to the Secretary of Commerce and Labor, to whom the determination of the validity of all claims is committed by the act.

19. *Claims to be forwarded.*—All claims for compensation when filled out and presented by injured employees to their official superiors should be forwarded by them through the regular official channels for transmission to the Secretary of Commerce and Labor. No letter of transmittal is necessary. All information desired should be made part of the indorsement on such claims.

20. *Approval or disapproval.*—Notice of the approval or disapproval of claims will be forwarded from the office of the Secretary of Commerce and Labor to the heads of the respective departments or independent office for transmittal to the official superior of the employee.

21. *Payments.*—Payments under this law should be made at the regular intervals at which salaries are paid to all employees, except payments accrued before the receipt of the approved claim, which should be made as soon after the receipt of the approval as possible to avoid unnecessary hardship to the employee. If subsistence is furnished during employment but not during the period of disability, the value of the subsistence should be allowed to the injured workman during disability in addition to the wages usually paid in cash.

When compensation is approved for a fixed period, payments may be made on the authority of such approval without further evidence.

When compensation is approved for an indefinite period, each payment shall be based upon the certificate signed by the claimant and approved by the claimant's official superior to the effect that during the time covered by the said payment the



claimant was unable to resume work and that inability to so resume work was the result of the injury for which compensation was granted.

In no case shall annual leave be charged against any portion of the period for which compensation is due.

22. *Certificates.*—If the claimant's superior officer is unable to satisfy himself that the claimant was unable to resume work for any period for which compensation is claimed, he may require that the claimant submit to him a certificate from a duly authorized medical practitioner showing the continuance of the inability to resume work.

23. *Special examinations.*—If this medical certificate is satisfactory to the official superior, he should then approve payment; but if the certificate does not satisfy him he may require the medical officer or officially designated physician, where such is available, to examine the claimant for the purpose of ascertaining whether the disability still exists.

24. *Payments withheld.*—In all cases where the continuance of disability has not been proved to the satisfaction of the superior officer, or where the results of the examination of the claimant by the medical officer or officially designated physician are contradictory to the statements of the attending physician, payments should be withheld and a report of these facts should be immediately forwarded directly to the Secretary of Commerce and Labor. A detailed report of the examination of the claimant by the medical officer or officially designated physician, if any has been made, should accompany this report, together with the statement of the employee and a certificate of his attending physician.

25. *Examination by physician of Department of Commerce and Labor.*—On receipt of reports concerning disagreement between the claimant or his physician and the official superior, the Secretary of Commerce and Labor will immediately order an examination of the claimant by a physician designated by him, so as to ascertain the claimant's ability to return to work.

26. *Decision.*—The decision of the department will then be communicated to the official superior. If the claim of the injured person be sustained, the amount due him should be paid as soon as possible after the receipt of the decision.

27. *Discontinuance of payments.*—When payments are discontinued because of recovery or other reason, such fact should be reported to the Department of Commerce and Labor on the blanks furnished for that purpose.

28. *Examination at end of six months.*—Whenever compensation has been paid for any case of disability for five months and there is a possibility of the disability lasting so as to extend over six months, the official superior of the injured employee should report the fact to the Secretary of Commerce and Labor, so as to enable him to order as soon as possible a medical examination.

29. *Death.*—Whenever a person in the employ of the Government shall die as the result of injury received in the course of his employment, and his wife, his children under 16 years of age, or his parents desire to claim payment under this act, they should be furnished with blank forms of claim for compensation. If the official superior has reason to believe that the person so injured is covered by the provisions of the law he should inform the dependent relatives, if the names and addresses of such relatives can be ascertained by him, of the necessary procedure under the law and the provision as to the 90-day limit.

If the persons who may be entitled to compensation on account of the death of an employee are located in a foreign country, they may file their affidavits, of claim, respectively, with the consular officer of the United States located most conveniently, and any affidavit so filed within 90 days after the death will be considered as having been duly filed with the Secretary of Commerce and Labor, as required by section 4 of the compensation act.

30. *Death benefits.*—Claims for compensation on account of death should be forwarded to the Secretary of Commerce and Labor. If the claim be established and compensation is due to more than one person the Secretary of Commerce and Labor will designate the portion to be paid to each claimant.

31. *Employees to have laws and regulations.*—Copies of the law and the regulations should be on hand in each establishment and, upon request, furnished free to all employees for their information and guidance.

A summary prepared by the Secretary of Commerce and Labor, presenting the principal provisions of the compensation act and the regulations governing its application, should be posted in establishments affected by the act, in such numbers and places as to be easily accessible to all the workmen.

## DUTIES OF MEDICAL OFFICERS.

32. *First-aid treatment.*—The medical officer of each establishment or his assistant, where such services are available, should render such immediate aid as is necessary to each employee of the establishment injured while on duty, and make a report to the head of the establishment of the exact extent of the injury and the nature of the treatment administered, and a detailed record of the same should be kept on file in his office.

33. *Subsequent examinations.*—The medical officer or officially designated physician should examine the injured employee as frequently as is necessary in his opinion or in the opinion of the head of the establishment during the absence of such employee from his work.

34. *Records.*—A record of each examination by the medical officer or officially designated physician should be made in detail and contain an accurate description of the general condition of the employee, the state of the injuries, and an opinion as to whether the disability still continues. Such record should be kept on file in the office of the medical officer or officially designated physician, and reports of the findings should be made to the head of the establishment.

35. *Treatment.*—The medical officer or officially designated physician should ascertain whether the injured employee is under treatment of a duly licensed practitioner of medicine, and if he finds this not to be the case he should inform the injured employee of the necessity of medical attendance whenever such necessity exists.

36. *Opinion as to termination of disability.*—The medical officer or officially designated physician making any examination should inform the injured employee of his opinion concerning the continuance or termination of disability.

## TEXT OF THE ACTS PROVIDING COMPENSATION FOR ARTISANS AND LABORERS INJURED IN THE SERVICE OF THE UNITED STATES.

ACT OF MAY 30, 1908.

[35 Stat., 556.]

That when, on or after August first, nineteen hundred and eight, any person employed by the United States as an artisan or laborer in any of its manufacturing establishments, arsenals, or navy yards, or in the construction of river and harbor or fortification work, or in hazardous employment on construction work in the reclamation of arid lands, or the management and control of the same, or in hazardous employment under the Isthmian Canal Commission, is injured in the course of such employment, such employee shall be entitled to receive for one year thereafter, unless such employee, in the opinion of the Secretary of Commerce and Labor, be sooner able to resume work, the same pay as if he continued to be employed, such payment to be made under such regulations as the Secretary of Commerce and Labor may prescribe: *Provided*, That no compensation shall be paid under this act where the injury is due to the negligence or misconduct of the employee injured, nor unless said injury shall continue for more than fifteen days. All questions of negligence or misconduct shall be determined by the Secretary of Commerce and Labor.

SEC. 2. That if any artisan or laborer so employed shall die during the said year by reason of such injury received in the course of such employment, leaving a widow, or a child or children under sixteen years of age, or a dependent parent, such widow and child or children and dependent parent shall be entitled to receive, in such portions and under such regulations as the Secretary of Commerce and Labor may prescribe, the same amount, for the remainder of the said year, that said artisan or laborer would be entitled to receive as pay if such employee were alive and continued to be employed: *Provided*, That if the widow shall die at any time during the said year her portion of said amount shall be added to the amount to be paid to the remaining beneficiaries under the provisions of this section, if there be any.

SEC. 3. That whenever an accident occurs to any employee embraced within the terms of the first section of this act, and which results in death or a probable incapacity or work, it shall be the duty of the official superior of such employee to at once report such accident and the injury resulting therefrom to the head of his bureau or independent office, and his report shall be immediately communicated through regular official channels to the Secretary of Commerce and Labor. Such report shall state, first, the time, cause, and nature of the accident and injury, and the probable duration of the injury resulting therefrom; second, whether the accident arose out of or in the course of the injured person's employment; third, whether the accident was

due to negligence or misconduct on the part of the employee injured; fourth, any other matters required by such rules and regulations as the Secretary of Commerce and Labor may prescribe. The head of each department or independent office shall have power, however, to charge a special official with the duty of making such reports.

SEC. 4. That in the case of any accident which shall result in death the persons entitled to compensation under this act or their legal representatives shall, within ninety days after such death, file with the Secretary of Commerce and Labor an affidavit setting forth their relationship to the deceased and the ground of their claim for compensation under the provisions of this act. This shall be accompanied by the certificate of the attending physician setting forth the fact and cause of death, or the nonproduction of the certificate shall be satisfactorily accounted for. In the case of incapacity for work lasting more than fifteen days, the injured party desiring to take the benefit of this act shall, within a reasonable period after the expiration of such time, file with his official superior, to be forwarded through regular official channels to the Secretary of Commerce and Labor, an affidavit setting forth the grounds of his claim for compensation, to be accompanied by a certificate of the attending physician as to the cause and nature of the injury and probable duration of the incapacity, or the nonproduction of the certificate shall be satisfactorily accounted for. If the Secretary of Commerce and Labor shall find from the report and affidavit or other evidence produced by the claimant or his or her legal representatives, or from such additional investigation as the Secretary of Commerce and Labor may direct, that a claim for compensation is established under this act, the compensation to be paid shall be determined as provided under this act and approved for payment by the Secretary of Commerce and Labor.

SEC. 5. That the employee shall, whenever and as often as required by the Secretary of Commerce and Labor, at least once in six months, submit to medical examination, to be provided and paid for under the direction of the Secretary, and if such employee refuses to submit to or obstructs such examination his or her right to compensation shall be lost for the period covered by the continuance of such refusal or obstruction.

SEC. 6. That payments under this act are only to be made to the beneficiaries or their legal representatives other than assignees, and shall not be subject to the claims of creditors.

SEC. 7. That the United States shall not exempt itself from liability under this act by any contract, agreement, rule, or regulation, and any such contract, agreement, rule, or regulation shall be pro tanto void.

SEC. 8. That all acts or parts of acts in conflict herewith or providing a different scale of compensation or otherwise regulating its payment are hereby repealed.

ACT OF MARCH 4, 1911.

[36 Stat., 1452.]

SECTION 5. Hereafter the act granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment shall apply to all employees under the Isthmian Canal Commission, when injured in the course of their employment, and claims for compensation on account of injury or death resulting from an accident occurring hereafter, shall be settled by the chairman of the Isthmian Canal Commission, who shall, as to such claims and under such regulations as he may prescribe, perform all the duties now devolving upon the Secretary of Commerce and Labor: *Provided*, That when an injury results in death claim for compensation on account thereof shall be filed within one year after such death.

ACT OF MARCH 11, 1912.

[37 Stat., - ——.]

That the provisions of the act approved May thirtieth, nineteen hundred and eight entitled "An act granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment," shall, in addition to the classes of persons therein designated, be held to apply to any artisan, laborer, or other employee engaged in any hazardous work under the Bureau of Mines or the Forestry Service of the United States: *Provided*, That this act shall not be held to embrace any case arising prior to its passage.

FORMS FOR USE IN ADMINISTERING THE COMPENSATION ACT.

The following blank forms are required for the purposes of administering the act:

- C. A.—1b. Immediate report of injury.
- C. A.—2b. Report of termination of disability.
- C. A.—3a. Report of death from injury.
- C. A.—4b. Claim for compensation on account of injury.
- C. A.—7a. Certificate of disability.
- C. A.—8. Request for medical examination.
- C. A.—15a. Report of discontinuance of compensation payments.
- C. A.—16b. Claim for compensation on account of death.
- C. A.—19a. Regulations governing the application of the act of May 30, 1908.
- C. A.—20a. Notice of right to compensation (for posting).

A supply of these forms will be furnished each department and independent establishment by the Secretary of Commerce and Labor upon request. Official superiors should procure necessary forms from the head of their department, bureau, or establishment.

Approved.

CHARLES NAGEL,  
Secretary of Commerce and Labor.

APRIL 15, 1912.

C. A.—1B. Revised Aug. 1, 1913	REPORT OF INJURY.  [To be submitted to the Secretary of Labor, through official channels, as soon as practicable after an injury to a civilian Government employee in the course of employment, causing incapacity for work for one day or longer.]	Leave this space blank
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1. Department.....

[War, Navy, etc.]

2. Bureau or Office.....

[Engineer, Reclamation, etc.]

3. Place of employment.....

[Navy yard, arsenal, project, etc.]

[City.]

[State.]

4. Reporting office.....

[Location of reporting office, division headquarters, etc.]

5. Name of injured employee.....

[Give first name in full.]

6. Age.....

7. Sex.....

8. Married, single, widowed.....

[Cross out two words.]

9. Race.....

10. Occupation.....

11. Rate of pay, \$..... per..... and subsistence valued at \$..... per.....

12. Employee begins work at..... m.

[Hour, a. m. or p. m.]

13. Hours worked per day.....

14. Days worked per week.....

15. Time of accidental injury....., 191..... m.

[Date.]

[Day of week.]

[Hour, a. m. or p. m.]

16. Cause of injury.....

[Character of work, tool or machine used, motive power, etc., and how injury occurred.]

17. Nature and extent of injury causing disability.....

18. Witnesses to accident.....

19. Incapacity for work began....., 191..... m.

[Date.]

[Day of week.]

[Hour, a. m. or p. m.]

20. Remarks.....

The above report is made this.....day of....., 191, in accordance with the provisions of the compensation act of May 30, 1908.

[Signature of reporting officer.]

[Title.]

(All forwarding indorsements should be made on the back of this sheet.)

C. A.—2B. Revised June 15, 1913.	<b>REPORT OF TERMINATION OF DISABILITY.</b> [To be forwarded to the Secretary of Labor, through official channels, as soon as disability from injury terminates.]	Leave this space blank.
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1. Department..... [War, Navy, etc.]      2. Bureau or office..... [Engineer, Reclamation, etc.]
3. Name of injured employee..... [Give first name in full.]
4. Time of injury....., 191      [Date.]      [Day of week.]      [Hour, a. m. or p. m.]
5. Time employee stopped work....., 191      [Date.]      [Day of week.]      [Hour, a. m. or p. m.]
6. First day employee was able to work....., 191      [Date.]      [Day of week.]      [Hour, a. m. or p. m.]
7. Did employee return to work after termination of disability?.....  
If so, when?.....
8. Actual time disabled (Sundays and holidays included)..... days
9. Working days disabled (actual working time)..... days
10. Remarks.....

The above report is made this..... day of ....., 191 , in accordance with the  
provisions of the compensation act of May 30, 1908.

.....  
[Signature of reporting officer.]

.....  
[Title.]

(All forwarding indorsements should be made on the back of this sheet.)

C. A.—3A Revised May 1, 1913.	<b>REPORT OF DEATH FROM INJURY.</b> [To be submitted to the Secretary of Labor, through official channels, within 15 days from the date of death resulting from an injury in the course of employment.]	Leave this space blank.
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1. Department..... [War, Navy, etc.]      2. Bureau or office..... [Engineer, Reclamation, etc.]
3. Place of employment..... [Navy yard, arsenal, project, etc.]      [City.]      [State]
4. Reporting office..... [Location of reporting office, division headquarters, etc.]
5. Name of injured employee..... [Give first name in full.]      6. Age.....      7. Sex.....
8. Married, single, widowed.      9. Race.....      10. Occupation.....  
[Cross out two words.]
11. Rate of pay \$..... per..... and subsistence valued at \$..... per.....
12. Employees begin work at..... m.      13. Hours worked per day.....      14. Days  
worked per week..... [Hours, a. m. or p. m.]
15. Time of accidental injury....., 191      [Date.]      [Day of week.]      [Hour, a. m. or p. m.]
16. Cause of injury.....  
[Character of work, tool or machine used, motive power, etc., and how injury occurred]
17. Nature and extent of injury.....
18. Time of death....., 191      [Date.]      19. Place of death.....
20. Immediate cause of death.....
21. Widow of deceased employee..... [Name.]      [Address.]
22. Children of deceased employee under 16 years of age:  
Name..... Age.....
23. Parents of deceased employee:  
..... [Name of father.]      [Address.]  
..... [Name of mother.]      [Address.]
24. Remarks.....

The above report is made this.....day of....., 191 , in accordance with the provisions of the compensation act of May 30, 1908.

.....  
[Signature of reporting officer.]

.....  
[Title.]

(All forwarding indorsements should be made on the back of this sheet.)

C. A.—4B  
Revised May 1, 1913.

CLAIM FOR COMPENSATION ON ACCOUNT OF  
INJURY.

Leave this space  
blank.

(To be filed with the official superior, after 15 days of disability on account of injury, for transmission to the Secretary of Labor.)

1. Name of injured employee..... 2. Age..... 3. Sex.....  
[Give first name in full.]
4. Address.....
5. Married, single, widowed. 6. Occupation when injured.....  
[Cross out two words.]
7. Rate of pay \$..... per ..... and subsistence valued at \$ ..... per .....  
8. Time of accidental injury....., 191 ..... m.  
[Date.] [Day of week.] [Hour, a. m. or p. m.]
9. Work being done when injured.....  
[Using hand or power machinery, etc.]
10. Cause of injury.....  
[State exactly how injury occurred.]
11. Nature of injury causing disability.....
12. Names of witnesses.....
13. Incapacity for work began....., 191 ..... m.  
[Date.] [Day of week.] [Hour, a. m. or p. m.]
14. First able to resume work....., 191 ..... m.  
[If unable to work, so state.] [Date.] [Day of week.] [Hour, a. m. or p. m.]
15. Work done since injured.....
16. Dates of other injuries for which claims for compensation have been made.....

I hereby make claim for compensation on account of the injury described above, which was sustained by me in the course of my employment by the United States and without negligence or misconduct on my part. I have been unable to work on account of this injury during the period stated, and every statement set forth above in support of my claim is true to the best of my knowledge and belief.

.....  
[Signature of claimant.]

Subscribed and sworn to before me this.....day of....., 191

.....  
[Signature of official administering oath.]

[SEAL.]

.....  
[Title.] [In and for.]

STATEMENTS OF WITNESSES.

.....  
[Signature of witness.]

.....  
[Signature of witness.]

STATEMENT OF OFFICIAL MEDICAL OFFICER.

The records of this office show that.....  
[Name of employee.]  
has been incapacitated for work from....., 191 , to ..... , 191 , inclusive.  
[Date.] [Date.]  
In my opinion incapacity..... due to injury on....., 191  
[Was, or was not.] [Date.]  
Injury or disease causing incapacity.....

.....  
[Signature of medical officer.]

.....  
[Title.]

Date of this certificate....., 191 .



PHYSICIAN'S CERTIFICATE.

[If any of the information called for below can not be supplied, the physicianshould enter an explanation under "Remarks."]

- 1. Name of employee for whom certificate is given.....
- 2. Date of first treatment.....; date of last treatment.....
- 3. Approximate number of treatments during the above period.....
- 4. Nature of illness or disability.....
- 5. Extent and condition of the injury and the general condition of the employee at first examination (Describe in detail, stating all objective and subjective signs and symptoms).....
- 6. Description of treatment given.....
- 7. Was the employee confined to bed? .....; if so, how long? .....
- 8. If not confined to bed, was he confined to his home? .....; if so, how long? .....
- 9. Was he disabled from performing his ordinary duties? .....; if so, when did such disability begin? .....  
[First day incapacitated for work of regular occupation.]
- 10. Has the employee sufficiently recovered to resume his occupation? .....; if so, on what date was he first able to resume work? .....; if not, how long. In your opinion, will the disability probably continue? .....
- 11. In your opinion, are any permanent results from his injury probable? .....; if so, describe them in detail.....
- 12. Has employee given you a history of accident? .....; if so, state it briefly.....
- 13. In your opinion, is the condition described above due to such injury as stated by the employee? .....
- 14. Remarks: .....

I hereby certify that I am a licensed practioner of medicine, and that each and every statement set forth above is true to the best of my knowledge and belief.

....., 191 [Signature of certifying physician.]  
[Date of this certificate.]  
Address: [No.] [Street.] [City.] [State]  
NOTE.—It is very important that above certificate be furnished, but if for any cause it can not be secured give full explanation under No. 14, above.

CERTIFICATE OF OFFICIAL SUPERIOR OF INJURED EMPLOYEE.

- 1. Department..... 2. Bureau or office.....  
[War, Navy, etc.] [Engineer, Reclamation, etc.]
- 3. Name of employee.....  
[Give first name in full.]
- 4. Time of injury.....  
[Date.]
- 5. Was the injury sustained in the course of employment by the United States? .....; if not, state where the injury occurred.....
- 6. Was the injury due to the employee's negligence or misconduct? .....; if so, give details.....
- 7. Was the employee incapacitated for performing his ordinary duties as a result of the injury? .....
- 8. Period during which employee was incapacitated for work on account of injury:  
Incapacity for work began....., 191 [Date.] [Day of week.] [Hour, a.m. or p.m.]  
First able to resume work....., 191 [Date.] [Day of week.] [Hour, a.m. or p.m.]
- 9. Remarks: .....

I hereby certify that each and every statement set forth above is true to the best of my knowledge and belief.

..... [Signature of official superior.]  
[Title.]  
Date of this certificate....., 191

C. A.—5b Revised May 1, 1913	APPROVAL OF CLAIM FOR COMPENSATION ON ACCOUNT OF INJURY.
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U. S. DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....

Washington, D. C.

SIR: You are advised that the claim of the employee described below establishes a right to compensation under the act of May 30, 1908. Therefore, I hereby approve the payment of compensation to the claimant at a rate equal to the pay he would have received if he had continued to be employed, but in no event for a period longer than one year from the date of the injury, the payment of said compensation to be made upon the following conditions:

1. Each payment of compensation shall be based upon a certificate signed by the claimant and approved by the claimant's superior officer, to the effect that during the time covered by the said payment the claimant was unable to resume work, and that the inability to so resume work was the result of the injury for which compensation was granted.
2. If the claimant's superior officer is unable to satisfy himself that the claimant was unable to resume work for any period for which compensation is claimed, he may require that the claimant submit to him a certificate from a duly authorized medical practitioner showing the continuance of the inability to resume work, and upon this he may base his approval of the certificate referred to in the preceding paragraph.
3. The compensation hereby authorized is to cover only such time as the claimant shall have been or shall be unable to resume work by reason of the injury referred to and for which the said claimant shall have received or shall receive no other pay or compensation from the United States.
4. This approval does not authorize the payment of compensation for any time beyond ....., and may be revoked whenever it appears that the claimant is able to resume work.

Respectfully,

.....  
Secretary.

DESCRIPTION OF INJURED EMPLOYEE.

C. A.—5c. Revised May 1, 1913.	APPROVAL OF CLAIM FOR COMPENSATION ON ACCOUNT OF INJURY.
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U. S. DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....

Washington, D. C.

SIR: You are advised that the claim of the employee described below establishes a right to compensation under the act of May 30, 1908. Therefore, I hereby approve the payment of compensation to the claimant at a rate equal to the pay he would have received if he had continued to be employed, such compensation to cover the time between ..... and ....., both dates inclusive, excepting any time for which the claimant may have received or shall receive other pay or compensation from the United States.

Respectfully,

.....  
Secretary.

DESCRIPTION OF INJURED EMPLOYEE.

C. A.—6A. Revised May 1, 1913.	DISAPPROVAL OF CLAIM FOR COMPENSATION ON ACCOUNT OF INJURY.
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U. S. DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....

Washington, D. C.

SIR: You are advised that the claim of the employee described below does not establish a right to compensation under the act of May 30, 1908, for the following reasons: .....

Respectfully,

.....  
Secretary.

DESCRIPTION OF INJURED EMPLOYEE.

C. A.—7A Revised April 1, 1914.	CERTIFICATE OF DISABILITY.  [To be filed with the disbursing officer by the employee whose claim for compensation under the act of May 30, 1908, has been approved.]	Leave this space blank.
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The Secretary of ..... 191  
[Department in which employed.]  
Washington, D. C.

SIR: I hereby certify that I was absent from duty for a period of ..... days, from ..... 191 , to ..... 191 , both dates inclusive, and that during all this time I was unable to resume work by reason of an injury received in the course of my employment, on ..... 191 , on account of which injury a claim for compensation under the act of May 30, 1908, was approved for payment by the Secretary of Labor on ..... 191 .

Approved. [Claimant's signature.]  
Name: .....  
Title: .....

If the claimant's superior officer is not satisfied that the claimant was unable to resume work for any period for which compensation is claimed, he may require that the claimant submit to him a certificate from a duly authorized medical practitioner showing disability during the period for which compensation is claimed.

C. A.—8. Revised Nov. 1, 1914.	REQUEST FOR MEDICAL EXAMINATION.  [To secure continuance of compensation. To be forwarded to the Secretary of Labor, through official channels, before the expiration of the period for which compensation has been granted.]	Labor Department  No. ....
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The SECRETARY OF LABOR, ..... 191  
Washington, D. C.  
SIR: I hereby certify that I am still incapacitated on account of the injury of ..... 191 , and request that either further compensation be authorized or that provision be made for an examination of my physical condition in order to determine my right to the continued receipt of compensation after ..... 191 , in accordance with the provisions of the act of May 30, 1908.  
[Signature of employee.]  
[Address.]

- |  |   |
|--|---|
| 1. Department.....<br>[War, Navy, etc.]                            | 2. Bureau or office.....<br>[Engineer, reclamation, etc.] |
| 3. Place of employment.....<br>[Navy yard, arsenal, project, etc.] | [City.] [State.]  |

CERTIFICATE OF MEDICAL OFFICER OR ATTENDING PHYSICIAN.  
.....  
[Signature of certifying physician]  
[Address.]  
Date of this certificate..... 191

RECOMMENDATION OF EMPLOYEE'S OFFICIAL SUPERIOR.  
.....  
[Signature of official superior.]  
[Title.]  
Date of this recommendation..... 191

C. A. - 11a. Revised June 1, 1913.	PHYSICIAN'S REPORT ON CONDITION OF INJURED EMPLOYEE. [To be mailed direct to the Secretary of Labor, Washington, D. C., immediately after the examination.]	Leave this space blank.
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Name of employee, history of accident, and description of injury: .....

1. Present general condition of the employee: .....

2. Character and extent of the injuries at the present time: .....

3. Objective and subjective symptoms: .....

4. Is the employee now able to do the ordinary work of his occupation? ..... If not, how long will  
incapacity for such work probably continue? .....

5. If incapacitated, is such incapacity due to the injury described above? .....

6. Remarks: .....

I hereby certify that I have this ..... day of ....., 191..., examined the employee named above  
and that the answers to the foregoing questions are true to the best of my knowledge and belief.

[Signature of examining physician.]

[No.] [Street.] [City.] [State.]

[If more space is required, use back of this sheet.]

C. A. - 9B. Revised May 1, 1913.	ORDER TO REPORT FOR MEDICAL EXAMINATION.
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U. S. DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

DEAR SIR:  
You are hereby directed to report immediately to .....  
for medical examination, in accordance with the provisions of section 5 of the compensation act of May 30,  
1908, taking with you this order and the inclosed voucher and blank forms. If your disability has termi-  
nated, it is not necessary for you to be examined. If you are physically unable to visit the physician,  
you should so inform him at once, in order that he may call and examine you at your home.  
Very truly, yours,

Secretary.

DEAR SIR:  
You are hereby requested to make an examination and report of the physical condition of the above  
employee in order to determine his right to receive compensation for injury, as provided in the act of May  
30, 1908. Please submit your report on the inclosed form.  
Your fee for making the examination will be paid by this bureau upon the return of the inclosed voucher  
properly dated and signed by you.  
Very truly, yours,

Secretary

C. A. - 12d. Revised May 1, 1913.	APPROVAL OF CONTINUANCE OF COMPENSATION.
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U. S. DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....  
Washington, D. C.  
SIR: You are advised that the approval of payment of compensation to the employee named below,  
given under date of ..... is hereby extended, upon the same terms and condi-  
tions, for a period ending not later than.....  
Respectfully,

Secretary.

DESCRIPTION OF INJURED EMPLOYEE.

.....  
.....

C. A.—15a.  
Revised Aug. 27,  
1914.

## REPORT OF COMPENSATION PAID.

Leave this space  
blank.[To be submitted to the Secretary of Labor immediately  
after payments of compensation under the act of  
May 30, 1908, have been discontinued.]

1. Department ..... 2. Bureau or Office.....  
[War, Navy, etc.] [Engineer, Reclamation, etc.]
3. Name of injured employee .....  
[Give first name in full.]
4. Time of injury ..... 191  
[Date.]
5. Period for which compensation was paid:  
From ..... 191 , ..... m.  
[Date.] [Hour, a. m. or p. m.]  
To ..... 191 , ..... m., inclusive.  
[Date.] [Hour, a. m. or p. m.]  
Actual number of days ..... Working days ..... Amount paid, \$.....
6. Value of medical and hospital service furnished in addition to above compensation, \$.....
7. Commutation of subsistence paid or value of subsistence furnished in addition to above compensation,  
\$.....
8. Reason for discontinuing payments .....  
[Recovery, expiration of period, etc.]
9. Remarks .....  
If disability on account of injury contained for more than one year, state under "Remarks" whether  
the employee is permanently incapacitated for (a) resuming his former occupation or for (b) performing  
any manual labor.

The above report is made this ..... day of ..... , 191 , in accordance with the  
provisions of the compensation act of May 30, 1908.

[Signature of reporting officer.]

[Title.]

(All forwarding indorsements should be made on the back of this sheet.)

C. A.—16b.  
Revised Sept. 1,  
1914.CLAIM FOR COMPENSATION ON ACCOUNT OF  
DEATH.Leave this space  
blank.

[To be filed with the Secretary of Labor within 90 days after  
death, as required by section 4 of the act of May 30, 1908. If  
not so filed, an explanation of the delay should accompany  
the claim. Those who are entitled to compensation under the  
law are: Widow, children under 16 years of age, and depend-  
ent parents. Oaths of claimants residing in foreign countries  
should be made before a United States consular officer or sec-  
retary of legation; or, if before a local officer, a certificate of  
such United States consular officer or secretary of legation  
showing the authority of the local officer to administer oaths  
should be annexed.]

The SECRETARY OF LABOR, Washington, D. C.

SIR: Claim for compensation under the provisions of the act of May 30, 1908, is hereby made by the  
undersigned, which claim is based upon the facts herein stated.

1. Full name of deceased employee on account of whose death claim is made.....
2. Age..... 3. Sex..... 4. Occupation.....
5. Date of injury....., 191 6. Date of death....., 191
7. Did deceased leave a widow?.....; if so, give name and address:  
Name.....  
Address.....
8. Did deceased leave any children under 16 years of age?.....  
If so, give name and date of birth of each:  
Name..... Date of birth.....
9. Who has the care and custody of said children?.....  
[Name.]  
[Address.]
10. Is the father of deceased living?.....; if so, give name and address:  
(a) Name.....  
(b) Address.....  
(c) Did deceased contribute to his support within the past year?.....
11. Is the mother of deceased living?.....; if so, give name and address:  
(a) Name.....  
(b) Address.....  
(c) Did deceased contribute to her support within the past year?.....

AFFIDAVIT OF CLAIMANTS.

[It is understood that no claim for compensation is made except by the persons whose names are signed hereto. Leave no space for names blank; the word "none" should be written wherever there is no person of the class indicated.]

.....hereby certify that each and every statement set forth above is true to the best of  
[I or we.]  
.....knowledge and belief.

[My or our.]  
Signatures of claimants:  
Widow .....  
Person signing on behalf of children: .....  
Status or relationship to children .....  
[Parent, grandparent, guardian, etc.]  
Father .....  
Mother .....

....., at  
Subscribed and sworn to before me this.....day of....., 191  
[SEAL.] Signature of official administering oath: .....  
Title: .....  
In and for: .....

AFFIDAVIT OF DEPENDENT PARENTS.

To be executed in addition to the foregoing affidavit in case the parents, or either of them, make claim for compensation based upon their dependence upon deceased.]

1. Relation of deceased to—  
(a) Father .....; (b) Mother .....  
[Son, stepson, adopted son.] [Son, stepson, adopted son.]  
2. Age of: (a) Father .....; (b) Mother .....  
3. Amount of support received from deceased during the 12 months prior to his death, \$.....  
How often and in what amounts were the payments made? .....  
4. Total income of claimants from all other sources during this period, \$.....  
5. Value and character of property owned by claimants, \$.....  
6. Did deceased live with parents during past year? State particulars .....  
7. Other facts showing dependence .....  
Signatures of dependent parents:  
Father .....  
Mother .....

....., at  
Subscribed and sworn to before me this.....day of....., 191  
[SEAL.] Signature of official administering oath: .....  
Title: .....  
In and for: .....

PHYSICIAN'S CERTIFICATE.

1. Name of deceased employee .....  
2. Dates on which employee was attended by certifying physician .....  
3. Date of employee's death ..... 191  
4. Direct cause of death .....  
5. Contributory cause of death .....  
6. Was history of accident given in this case? If so, state it briefly .....  
7. In your opinion was the death of the employee due to such accident? .....

I hereby certify that the answers to the above questions are true to the best of my knowledge and belief.  
Signature of certifying physician .....  
Address .....  
Date of this certificate ..... 191

NOTE.—It is very important that above certificate be furnished, but if for any cause it can not be secured, give full explanation below and submit such other proof of death as may be obtainable.

CERTIFICATE OF OFFICIAL SUPERIOR OF DECEASED EMPLOYEE.

1. Department ..... 2. Bureau or office .....  
[War, Navy, etc.] [Engineer, Reclamation, etc.]  
3. Place of employment .....  
[Navy yard, arsenal, project, etc.]  
4. Reporting office .....  
[Location of reporting office, division headquarters, etc.]  
5. Name of deceased employee .....  
[Give first name in full.]  
6. Occupation ..... 7. Date of injury ..... 191  
8. Date of death ..... 191 9. Incapacity began ..... 191  
10. Description of accident .....  
11. Was the injury received in the course of employment by the United States? .....  
If not, give full particulars .....



12. Was the injury due to the negligence or misconduct of the employee?.....  
 If so, give full description of such negligence or misconduct.....  
 13. Was the death due to the accident described above?.....  
 14. Date on which claim was filed by claimants....., 191  
 With whom was claim filed?.....

I hereby certify that the answers to the above questions are true to the best of my knowledge and belief.

Signature of official superior.....

Title.....

Date of this certificate....., 191

NOTE.—It is very important that above certificate be furnished, but if for any cause it can not be secured give full explanation below:

C. A.—17A.  
 Revised May 1, 1913.

APPROVAL OF CLAIM FOR COMPENSATION ON  
 ACCOUNT OF DEATH.

UNITED STATES DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....  
 Washington, D. C.

SIR: You are advised that the claim of.....  
 for compensation under the act of May 30, 1908. Therefore, I hereby approve the payment of compensation to the  
 aforesaid claimant, at a rate equal to the amount the deceased employee would have been entitled to receive  
 as pay if such employee were alive and continued to be employed, for the period beginning  
 , and ending , both dates inclusive, ex-  
 cepting any time for which the deceased employee may have received pay or other compensation from the  
 United States, to be apportioned as follows:

Respectfully,

Secretary.

DESCRIPTION OF DECEASED EMPLOYEE.

C. A.—18A.  
 Revised May 1, 1913.

DISAPPROVAL OF CLAIM FOR COMPENSATION ON  
 ACCOUNT OF DEATH.

UNITED STATES DEPARTMENT OF LABOR, OFFICE OF THE SECRETARY, WASHINGTON.

The .....  
 Washington, D. C.

SIR: You are advised that the claim of.....  
 for compensation under the act of May 30, 1908, on account of the death of the employee described below,  
 does not establish a right to such compensation for the following reasons:

Respectfully,

Secretary.

DESCRIPTION OF DECEASED EMPLOYEE.

UNITED STATES DEPARTMENT OF LABOR,  
 BUREAU OF LABOR STATISTICS,  
 Washington.

Address reply to United States Bureau of Labor Statistics.

DEAR SIR: The Secretary of Labor has directed me to request that the report indi-  
 cated below be forwarded to this department, as provided by the regulations govern-  
 ing the operation of the compensation act of May 30, 1908, in the case of.....

Very truly, yours,

Chief Clerk.

Report requested: .....

Chief clerk.....

WASHINGTON, D. C., .....

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
Washington.

DEAR SIR: Section 4 of the act of May 30, 1908, provides:

“That in the case of any accident which shall result in death, the persons (widow, child, or children under sixteen years of age, or a dependent parent) entitled to compensation under this act or their legal representatives shall, within ninety days after such death, file with the Secretary of Commerce and Labor an affidavit setting forth their relationship to the deceased and the ground of their claim for compensation under the provisions of this act. This shall be accompanied by the certificate of the attending physician setting forth the fact and cause of death, or the nonproduction of the certificate shall be satisfactorily accounted for.” \* \* \*

In view of the foregoing, I am directed by the Secretary of Labor to request that information be furnished this department as to whether a claim has been or will be submitted in the case of the employee named below.

Very truly, yours,

.....  
Chief Clerk.

Chief Clerk.....  
Washington, D. C., .....

UNITED STATES DEPARTMENT OF LABOR,  
BUREAU OF LABOR STATISTICS,  
Washington.

DEAR SIR: Section 4 of the Federal compensation act of May 30, 1908, provides that—  
\* \* \* “In the case of incapacity for work lasting more than fifteen days, the injured party desiring to take the benefit of this act shall, within a reasonable period after the expiration of such time, file with his official superior, to be forwarded through regular official channels to the Secretary of Commerce and Labor, an affidavit setting forth the grounds of his claim for compensation, to be accompanied by a certificate of the attending physician as to the cause and nature of the injury and probable duration of the incapacity, or the nonproduction of the certificate shall be satisfactorily accounted for \* \* \*.”

In view of the foregoing, I am directed by the Secretary of Labor to request that the employee named below inform this department whether or not he expects to submit a claim for compensation.

Very truly, yours,

.....  
Chief Clerk.

Chief clerk,.....  
WASHINGTON, D. C., .....

[C. A.—20a.—Department of Labor. Office of the Secretary.]

NOTICE OF RIGHT TO COMPENSATION FOR INJURIES TO ARTISANS AND LABORERS  
EMPLOYED BY THE UNITED STATES.

By an act of Congress of May 30, 1908, as amended by later enactments, any person employed by the United States as an artisan or laborer in any of its manufacturing establishments, arsenals, or navy yards, or in the construction of river and harbor or fortification work, or in hazardous employment on construction work in the reclamation of the arid lands or the management and control of the same, any employee under the Isthmian Canal Commission, and any artisan, laborer, or other employee engaged in any hazardous work under the Bureau of Mines or the Forestry Service of the United States, shall, if injured in the course of such employment, be entitled to receive during disability the same pay as if he had continued to be employed. This payment may not extend beyond one year from the beginning of the disability. To give a right to compensation, the disability must continue for more than 15 days, and must not be due to the negligence or misconduct of the injured employee. If the injury results in death, the widow, child or children under 16 years of age, or dependent parents of the deceased employee have the same right to compen-

sation that the employee would have had if he had lived. In case of death, claim must be filed within 90 days after the death takes place, except for employees under the Isthmian Canal Commission.

All questions of negligence or misconduct shall be determined by the Secretary of Labor, who is charged with the administration of the law, except in its application to employees of the Isthmian Canal Commission.

Where an employee is entitled to compensation under this act, no sick or annual leave should be taken instead of such compensation.

#### BLANK FORMS FOR FILING CLAIMS.

Blank forms for filing claims are furnished by the Secretary of Labor, and may be obtained from the persons who have supervision over the employees in the branches of service covered by the act. These are to be furnished to all persons believing themselves entitled to compensation under the act.

#### PROCEDURE IN CASE OF DISABILITY.

When an artisan or laborer believes himself entitled to compensation under this act, he must make out a claim for compensation, accompanied by certificates from a duly qualified physician and from his official superior, on the forms provided.

The claim and certificates should be promptly filed with the official superior of the claimant, and that official will then forward them through the regular channels to the Secretary of Labor.

If the claim is approved by the Secretary of Labor, the injured employee will be entitled to payment of compensation during disability, but not exceeding one year, the same as if he had continued to be employed.

In order to secure this compensation the injured employee on each pay day must file with the disbursing officer a certificate that he is still unable to resume work, which certificate must be approved by his official superior, and, if required, by a physician cognizant of the claimant's physical condition.

#### PROCEDURE IN CASE OF DEATH.

When an artisan or laborer who is included within the provisions of this act dies as a result of accidental injury received in the course of his employment, claims must be made by such of his dependents under the act, if any, as desire to claim the compensation provided. This claim, accompanied by a physician's certificate, if a physician was employed, and a certificate of the official superior of the deceased, all on the forms provided, should be promptly filed with the official superior for transmission through the regular channels to the Secretary of Labor.

[This card should be kept posted permanently (preferably under glass) in a conspicuous place in each establishment or office.]

Mr. MEEKER. Mr. Chairman, may I have another turn at the bat?

Senator OVERMAN. Yes; we will be very glad to hear you.

Mr. MEEKER. There is no duplication of work done by the Bureau of Labor statistics and the bureaus in the Department of Labor. There is some duplication with other bureaus, but, so far as possible, I am trying to do away with that duplication, and am trying to work in harmony with every agency, Federal or State, which has authority to do things that are also delegated to the Bureau of Labor Statistics. For example, whenever the Bureau of Mines starts out to get accident statistics in a field from which I am already getting statistics—please do not put this in the record.

Senator OVERMAN. I should like to have that go in the record, because we are supposed to examine not only you, but every department as to what they are doing and what statistics they are getting.

Mr. MEEKER. All right, then.

Senator OVERMAN. And if certain lines are being duplicated in your department, we want to bring that out.

Mr. MEEKER. The first thing I do is to get in consultation with the authorities in the Bureau of Mines, and we have already agreed that

there shall be no duplication. If they get accident statistics in the steel industry, which I sincerely hope they will refrain from doing, because I do not think it is at all necessary; I think we are covering the ground adequately now; but if they do get them, they will get them on our schedule and the schedule will be sent out, as per agreement by my bureau, as the joint product worked out between my bureau and the Bureau of Mines. That is one thing.

Perhaps you will recall that last autumn the Department of Commerce started out to make a cost of living investigation. The Bureau of Labor Statistics has made the only cost of living studies that have ever been made by any Federal bureau. We were already collecting monthly retail prices. We have not published them monthly during the past year, for reasons that I am afraid I can not make clear to you, but which are perfectly clear to me. I have been recasting and recalculating the retail price index numbers, and it has been a very laborious and tedious job, but I see my way clear through the matter now, and very shortly we will begin publishing our retail prices on a much better basis than formerly, and we will publish them currently. The agents from the Department of Commerce were obliged to come to the Bureau of Labor Statistics in order to find out how to make a start on a cost of living investigation.

We collect wholesale prices. A short time ago the Bureau of Commerce got out a pamphlet which got by without consulting me in the least—a pamphlet upon wholesale prices. They do not cover anything like the number of articles we include in our wholesale prices, and they do not give percentage changes in prices at all. The work that they do is but a small segment of the work that we are doing in wholesale prices.

(Informal discussion occurred here, which was not stenographically reported.)

Mr. MEEKER. There was some valuable material in the publication they put forth. We get our wholesale prices out only once a year; that is all we can afford to do, and it is all that is demanded for our particular purposes. You all are aware of the enormous excitement about rising prices and increase in the cost of living.

Senator OVERMAN. Do you not think it would be better, if you are going to have these statistics, to have you get all the statistics rather than to have the Agricultural Department and the Bureau of Mines and others taking them? Do you not think it would be better to have one department take all these statistics rather than to have this duplication of work?

Mr. MEEKER. No, sir; decidedly not. I think the Bureau of Labor Statistics should get all wage statistics and all statistics bearing upon labor. All the agitation about increased cost of living and increase in prices is based upon the index numbers that the Bureau of Labor Statistics is getting out and has gotten out since the time whence the memory of man runneth not to the contrary. There was no rival in the field in the beginning. I do not care who does this work, only I want to be perfectly sure that the person who does it will do it at least as well as we know how to do it.

Senator OVERMAN. Suppose we turned this all over to you, could you not, with your same field agents—they have to go to the places anyway to get their statistics—take them all? Take mines; could you not get the accident statistics?

Mr. MEEKER. We could.

Senator OVERMAN. You could; and other matters that these other departments are taking, could not your men do that work if we gave you sufficient force; and would it not perhaps be better done by your department than in any other?

Mr. MEEKER. Of course we could do it if you gave me sufficient force, but it would increase the Bureau of Labor Statistics mightily.

Senator OVERMAN. It would increase your force and decrease the force of two or three other bureaus, would it not?

Mr. MEEKER. I think that could be done in respect of many bureaus; but I do not think it would be economical or advisable to throw all statistical work to one central bureau of statistics. It would be just as sensible to put all the bookkeeping of the Federal Government into one central bureau of bookkeeping and accounts. I do not think that the Bureau of Labor Statistics has any business taking a census. It has no business to count the number of cows in Arkansas; the number of tons of soap produced in the United States. I do not think it has anything to do with mortality and morbidity statistics in general. It has much—it has everything—to do with mortality and morbidity statistics by occupations or resulting from occupations among laboring people. I am more inclined to be a specialist in statistics than a generalizer. For example, take accidents and occupational illnesses; we can do that better than anybody else. Why? Because we know occupations and industries. We know the occupational disease when we see it; our experts do. The experts from other bureaus do not.

Senator OVERMAN. Go ahead.

Mr. MEEKER. Well if you want the facts: The Health Service goes into diseases of occupations, and they do not know an occupation when they meet it.

Senator OVERMAN. Now, there is another bureau. I am glad that you brought that out. The Health Bureau furnishes statistics, too.

Mr. MEEKER. They furnish a lot of statistics, and there is a good deal of duplication. I do not care if this does go into the record. They interpret the law appropriating \$240,000, as I remember, for investigating the health of man, I believe it is——

Mr. STEWART. The diseases of man.

Mr. MEEKER. The diseases of man. They have interpreted that as giving them carte blanche to go into occupations and dig around and find what they term occupational diseases. They are not well fitted to do that thing. If they do it at all they ought to do it in cooperation with my bureau, because they do not know occupations or industrial conditions. You know that a man who is merely educated in a medical school is not familiar with the processes of manufacture in a steel mill or in a cotton factory. They simply can not pin their facts down. Their statistics are extremely inaccurate and unreliable because they do not know the occupations. There are medical experts employed in my bureau who do know occupations, and who know diseases as well.

Senator OVERMAN. You have medical experts in your bureau?

Mr. MEEKER. Yes: we are obliged to have them.

Senator SMOOT. Why do you go into the collection of statistics as to the wholesale and retail prices of goods? That is commerce, entirely. If the Department of Commerce has any business at all col-



lecting statistics of any kind, it seems to me that that is the part that they ought to collect.

Mr. MEEKER. As to wholesale prices I think you are right, there. I think, however, there is another way of looking at it. Retail prices, of course, concern the consumer, the laboring man; very nearly, and retail prices are not thought of as pertaining to commerce. The Department of Commerce is doing nothing in that line. They are reaching out just now, because there has been spectacular rise in prices, to make an investigation into the cost of living; but it is a new attempt on their part. We are already collecting the retail prices, and their experts, who had formerly worked in the Bureau of Labor Statistics, came rushing down to the Bureau of Labor Statistics to find out how to go to work to find out retail prices—that is the long and the short of it—and I turned my bureau inside out and gave them all the information that they asked, and more also; and when they objected to taking the information that I gave, the experts in my bureau explained the necessity of their getting the information that we gave them, else they would not get statistics of changes in prices of identical commodities. You see the point.

Mr. STEWART. They are using schedules furnished by our bureau, and the list of the retail firms from which we have been getting the material.

Senator SMOOT. I know there is duplication in the collection of statistics in this Government, and I do think that somebody ought to go to the bottom of it and stop it wherever it can be stopped.

Mr. MEEKER. I quite agree. I think that retail prices belong rather in the Bureau of Labor Statistics than in the Department of Commerce or any other bureau, because it is primarily a question of wages. What will the dollar earned by a working man purchase? That is the point.

In wholesale prices, I am absolutely indifferent, as I have already stated. We are doing it and doing it better than any other governmental agency can at present do it. I think the publication issued a few months ago by the Bureau of Foreign and Domestic Commerce of the Department of Commerce is the only one that they have ever issued. If they are going to do this work they ought to do it right. That is the only point I am making and the only point that I wish to make. I think that I ought to continue to carry the work on wholesale prices until someone else comes along who will comprehend the job, who will take it over and do it as well as or better than I am doing it.

Senator SMOOT. We could not very well decide whether retail prices were too high, and that the retail merchant was responsible for it, unless we knew what he paid for his goods.

Senator BRYAN. The only thing that we know about that is that we know that the man had to pay such high prices that it would necessarily affect the wages. We might not want to inquire into the reasons between him and the wholesaler.

#### INDUSTRIAL UNEMPLOYMENT IN THE UNITED STATES.

Mr. STEWART. There is one more subject to which I should like very much to call your attention. This is the item on page 136, which was estimated but has been omitted from the bill as it passed



the House: "To enable the Bureau of Labor Statistics to report upon the extent of industrial unemployment in the United States," etc.

Senator GALLINGER. What good will that do, to get those statistics?

Mr. STEWART. To know the extent of industrial unemployment from time to time?

Senator GALLINGER. Yes. What good will that do? It will not get any of those men a job.

Mr. STEWART. I think if you would read the correspondence that comes over our desk you would find that there is no other one subject, except the minimum wage, on which we get so many letters as we do on the question of industrial unemployment.

Senator GALLINGER. From whom do you get those letters; from what class of people do they come?

Mr. STEWART. They come from all classes. Here are a few of them.

AMERICAN FEDERATION OF LABOR,  
Washington, D. C., September 12, 1914.

HON. ROYAL MEEKER,  
Commissioner United States Bureau of Labor Statistics,  
Department of Labor, Washington, D. C.

DEAR SIR: Your favor of the 10th instant is at hand, and I note that the bureau has been unable to take up the investigation of the subject-matter of unemployment by reason of the failure of Congress to make the necessary appropriation for conducting the work. I desire to say that I want to be helpful in every way within my power, and I do not think that the Department of Labor and its bureaus should be hampered by lack of insufficient funds in its undertakings to be of real service to the country. Surely, to ascertain the conditions of unemployment is one of the important things by which to reach a common-sense conclusion, based upon accurate data, as to what measures might be employed for the purpose of reducing and, if possible, eliminating entirely the condition of unemployment in the United States.

Very truly, yours,

SAMUEL GOMPERS,  
President American Federation of Labor.

NEW YORK ASSOCIATION FOR IMPROVING CONDITION OF THE POOR,  
United Charities Building, 105 East Twenty-second Street,  
New York, September 10, 1914.

HON. ROYAL MEEKER,  
United States Department of Agriculture,  
Washington, D. C.

MY DEAR MR. MEEKER: You are doubtless cognizant, as we are, of the importance of having available reliable information about actual and prospective unemployment. The work of organizations such as ours is very dependent upon information of this kind, and we are constantly handicapped by the lack of it. Is it at all within the function of your department at such a time as this, for example, to undertake to assemble the most reliable information procurable which would make possible some estimates of the amount of unemployment we may expect in the leading industries of the country during the coming winter? If Federal agents could, by communication with the leading industries, assist the country in making a forecast of the situation, it would, in my judgment, be extremely helpful. It would certainly be of enormous help in any constructive program for dealing with the situation.

I realize the difficulties in the way of having sufficient funds and other problems, but I venture to inquire whether you are considering the possibility of giving us and the country any data embodying reliable information along this line.

Very sincerely, yours,

BAILEY B. BURRITT, General Director.

190 MONTAGUE STREET,  
Brooklyn, N. Y., September 10, 1914.

HON. WILLIAM B. WILSON,  
*Secretary of Labor, Washington, D. C.*

DEAR SIR: During the past few weeks, especially since the outbreak of the war in Europe, the New York press has printed reports of many factories either closing down entirely or greatly reducing the number of employees. Labor officials have also given some statistics of the unemployed in such industries as longshoremen and the garment trade.

Will you kindly let me know whether your department has any information gathered within the last few months on the subject of unemployment throughout the country, and if not, whether you contemplate an investigation which will give the public a fairly accurate estimate of the number of unemployed men and women in our country.

Very truly, yours,

D. J. MESEROLE.

NEW YORK ASSOCIATION FOR IMPROVING THE CONDITION OF THE POOR,  
*United Charities Building, 105 East Twenty-second Street,  
New York, September 16, 1914.*

HON. ROYAL MEEKER,  
*United States Department of Labor, Bureau of Labor Statistics,  
Washington, D. C.*

MY DEAR MR. MEEKER: I am glad indeed that your plans for the development of the work of the Bureau of Labor Statistics include collecting monthly statistics of unemployment. If this should be added to the very useful information which you are giving us in so many other sources, it would be a splendid addition to the usefulness of your bureau. I trust that necessary appropriations, if that is what it is dependent upon, will be forthcoming to make this work possible. \* \* \* You see your bureau is so helpful to us in so many ways that we more and more turn to you when we want helpful information.

Sincerely, yours,

BAILEY B. BURRITT, *General Director.*

UNITED STATES COMMISSION ON INDUSTRIAL RELATIONS,  
*Madison, Wis., September 30, 1914.*

DR. ROYAL MEEKER, etc.

MY DEAR DR. MEEKER: \* \* \* I think that it is very important for your bureau to take up the gathering and publication of statistics of unemployment throughout the United States. No one is doing that now, and no system of employment agencies, should it be established, would be in a position to do this work. A national system of labor exchanges would have to make use of such information, but it requires a regular statistical organization to gather and publish such information. \* \* \* In order to make statistics of unemployment valuable, there must be a permanent organization which will regularly, at the end of every week or every month or every three months, get statements from definite sources as to the number of unemployed. \* \* \* In making recommendations to the commission for a national system of labor exchanges, I have in mind recommending that the plan should include a provision that the Bureau of Labor Statistics should gather and publish regularly every month statistics on the condition of the labor market similar to those published by the European departments of labor. \* \* \* If you can get this work started now, I think it would be a good idea to do so. Our commission is taking up only two or three of the phases of the problem of unemployment. Before we can work out the remedy for all the phases of the problem we shall have to have accurate information which a bureau like yours has gathered over a period of years. You can not start this work too soon. We are already far behind other countries in gathering information on the condition of the labor market. \* \* \* We would recommend that this work be done by the Bureau of Labor Statistics, so that it can be used by employers and employees and the public generally, as well as by the employment offices. The sooner you can begin collecting and publishing this information the better it will be, and we shall be glad to assist you in any way we can in starting this most important work.

Sincerely, yours,

WM. H. LEISERSON,  
*Assistant Director.*

DEPARTMENT OF JUSTICE,  
OFFICE OF UNITED STATES ATTORNEY,  
EASTERN DISTRICT OF PENNSYLVANIA,  
*Post Office Building, Philadelphia, October 30, 1914.*

HON. ROYAL MEEKER,  
*Commissioner of Labor, Washington, D. C.*

MY DEAR MR. MEEKER: Franklin N. Brewer, manager of Wanamaker's department store in Philadelphia, is trying to inaugurate a movement which has for its purpose the solution of the problem of unemployment. I think his general idea is to organize a bureau or organization where some form of productive employment may be provided at all times, at a wage low enough to make it unattractive except to those who have been thrown out of their regular employment and yet sufficiently high to give the workman the results of his toil. \* \* \* Can you tell me \* \* \* whether there are any publications that throw light on its chances of success? \* \* \*

R. J. STERRETT.

Moreover, to revert to your former question, certainly the first step toward getting jobs for unemployed men is to locate the high and low spots of unemployment; certainly to know the extent of unemployment by industries, occupations, or trades, and by geographical sections is a necessary preliminary to finding jobs or directing men to find jobs. The waste of travel from one high point of unemployment to another equally hopeless must be apparent. Furthermore, when accurate statistics of the relation of unemployment to seasonal work can be shown a long step has been taken toward remedying any unnecessary tendency toward seasonal work. Many manufacturers are now ironing out the violent fluctuations in their employment curves, and many more would do it if the evils and the remedy could be forcibly brought to their attention. These are only some of the benefits of a record of industrial unemployment.

Senator GALLINGER. That is a varying thing from week to week.

Mr. STEWART. Precisely; and that is one of the things we want to show.

Senator GALLINGER. You could not keep up with it, with your slow processes.

Mr. STEWART. Well—

Senator SMOOT. You could make a report one week, and the next week it would be entirely different.

Mr. STEWART. If the facts were different, yes.

Senator SMOOT. Yes.

Mr. STEWART. If the facts were different. The labor department of England several years ago established the machinery for obtaining information upon the number of unemployed persons in the United Kingdom. Such information is obtained through the department of labor in Germany. Some of our own States, New York and Massachusetts, for instance, have machinery for obtaining monthly information as to the number of persons out of employment among those who generally have regular employment. You understand there is no thought here of going into the question of tramps and hoboes; it is simply those who are normally employed.

The Bureau of Labor Statistics in its estimates for appropriations for this year asked to be empowered to institute machinery for the collection of such information in this country. It is not the purpose to get a census of tramps and hoboes, or of men habitually out of work, but to secure monthly returns from organizations of employers and of working men, from which accurate figures can be given to

show the proportion of working men ordinarily employed and those out of work at any particular time.

There are, for instance, 30,000 local trade unions affiliated with the American Federation of Labor; there are something like 9,000 local trade unions not affiliated with the federation. These unions keep records of employment and of nonemployment of their membership. There are nearly 2,000 manufacturers' associations in the United States, from whom information can be obtained as to the rise and fall of their monthly lists of employees. There are State and municipal free employment agencies and private employment agencies. There are out-of-work insurance companies and out-of-work benefit associations, all of which have information of great importance on the subject of unemployment. It is for the purpose of bringing this information together, organize and tabulate it so that a concrete statement of the number of unemployed people, by months, can be shown from year to year, that this appropriation is asked.

The amount asked for has been figured down to the last cent, and would simply cover the increase in clerical help necessary to handle the returns. The Bureau of Labor Statistics has collected from all manufacturers reporting through its regular wage schedules the number employed month by month for the last year. This information was not formerly collected in this way, but it is being done this year; and to make it as valuable as it should be, the bureau should be empowered to collect data on unemployment from all possible sources. The United States is the only industrial country from which no figures on unemployment can be obtained.

With \$10,000 I believe we can make a report on the present status of employment within a period of six months. You understand the purpose here is simply to get a barometer of employment of those habitually employed. What the country wants to know, is the number of men and women ordinarily engaged at gainful occupations who are now out of employment through no fault of their own.

(At 12 o'clock m. the subcommittee adjourned until to-morrow, Saturday, January 9, 1914, at 10.30 o'clock a. m.)

#### SATURDAY, JANUARY 9, 1915.

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Overman (chairman), Bryan, Gallinger, and Smoot.

#### DEPARTMENT OF LABOR.

##### WATCHMEN.

#### STATEMENT OF MR. RICHARD K. CAMPBELL, COMMISSIONER OF NATURALIZATION.

Mr. CAMPBELL. Mr. Chairman, before I take up the subject that I am here in regard to, I am requested by the chief clerk of the Department of Labor to submit a memorandum which he promised on yesterday, showing the disposition of the four watchmen that he uses in the department. It seems that the fourth watchman is employed on the watch from 4 o'clock in the afternoon until 12 o'clock at night, because the extra man is needed to see to the fasten-

ing of the building, that the windows are secured, the doors are locked, and to answer telephone calls and attend to the multiplicity of things that devolve upon a watchman then that do not have to be done during the rest of the day. With that statement I submit this memorandum.

DEPARTMENT OF LABOR,  
OFFICE OF THE CHIEF CLERK,  
*Washington, August 8, 1914.*

To the WATCHMEN:

Until further instructions, you will please report for duty in the following order.

Sunday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman (B); 4 p. m. to 12 a. m., Monday, watchman (C).

Monday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman —; 4 p. m. to 12 a. m., Tuesday, watchmen (B and D).

Tuesday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman —; 4 p. m. to 12 a. m., Wednesday, watchmen (C and D).

Wednesday—12 m. to 8 a. m., watchman (B); 8 a. m. to 4 p. m., watchman —; 4 p. m. to 12 a. m., Thursday, watchmen (C and D).

Thursday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman (B). 4 p. m. to 12 a. m., Friday, watchmen (C and D).

Friday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman (B); 4 p. m. to 12 a. m., Saturday, watchmen (C and D).

Saturday—12 m. to 8 a. m., watchman (A); 8 a. m. to 4 p. m., watchman (B); 4 p. m. to 12 a. m., Sunday, watchmen (C and D).

CHIEF CLERK.

N. B.—On the early night shift two watchmen are absolutely necessary—one in constant attendance at the door and the other throughout the building.

#### BUREAU OF NATURALIZATION.

##### ADDITIONAL CLERK.

Mr. Chairman, I am here to ask on behalf of the Bureau of Naturalization that certain clerks estimated for by the Bureau of Naturalization and approved by the department which were omitted in the House report on the legislative appropriation bill be included. Those places are represented by six clerks and one messenger.

Senator OVERMAN. There are more than that.

Mr. CAMPBELL. There are 11 altogether.

Senator OVERMAN. Yes, 11.

Mr. CAMPBELL. There are 11 altogether. Now, before stating definitely the particular reasons why these men, these clerks that have been estimated for, should be allowed, I should like to call the attention of the committee to certain features of the naturalization work through the bureau, which distinguish that bureau, I might say, from all others, but certainly from most others, and I am constrained to think that when the House Committee refused these additional men it failed to give consideration to that distinction or to those distinctions.

In the first place, the Bureau of Naturalization is not a bureau which originates work. No matter how good and how desirable the work may be, it originates none. The work that devolves upon the bureau is prepared for it in the offices of the clerks of the 2,400 courts—in round numbers—that are engaged in naturalizing aliens. Those courts send in once a month duplicates of all naturalization papers filed, and the examination and indexing and recording and correction of those duplicates, and correspondence of clerks in relation thereto



constitutes the work of the bureau; so that of necessity, as that work grows, in order to keep current with it to any extent, we have to urge the allowance of additional clerks. That is the first distinction. It is not as though they might say, "These times are such, financially, that you will have to take your chance along with the other bureaus and curtail your operations and postpone this work to some more favorable time. We can not curtail our operations.

The second point is this, that this bureau is a self-supporting bureau in the sense that the general taxpayers do not contribute one cent to the cost of maintenance. The bureau is maintained out of one-half of the fees that are charged for the filing of these papers, and those fees in the original bill were arranged with a view to making the service self-supporting. So that any question as to the wisdom or unwisdom of allowing these clerks, upon the score of public economy, does not apply to this case, since the taxpayers of the country are saved nothing by refusal.

Senator OVERMAN. What is the revenue of your department?

Mr. CAMPBELL. Of my bureau, you mean?

Senator OVERMAN. Yes.

Mr. CAMPBELL. I am coming to that in a moment.

Senator OVERMAN. Very well.

Mr. CAMPBELL. The third point is that these people who pay the fees pay them for a definite and distinct purpose, to secure naturalization, if they are entitled to it—which is not open to question—and to secure it at the time they are entitled to secure it.

Senator SMOOT. How far are you behind now in your work?

Mr. CAMPBELL. We are about six or seven years behind in regard to part of the work, and we are about two years behind in regard to the declarations, and I should say about a month behind in regard to petitions; but I will come to that in one moment. If you will allow me to repeat what I have said for just one moment, Senator Smoot, I am trying to explain why the Bureau of Naturalization stands in a wholly different attitude from that of any other bureau of which I have any knowledge, as to this question of making allowances for sufficient clerical force to discharge the duties, first because the bureau initiates no work, but handles the work prepared in the clerk's offices at various points, and second because it is self-supporting, being cared for by the fees charged for these petitions.

That brings me to the point, Mr. Chairman, in regard to which you asked a moment ago. The aggregate excess of receipts over disbursements on account of the naturalizations since the organization of this service is a little upward of \$320,000; and when I say "disbursements," I even mean disbursements for rent for the use of the department contingent fund, and for every conceivable purpose except one, and that is the overhead charge of the Secretary's office, his salary and that of his chief clerk, and the different divisions of his office.

Senator SMOOT. For what time is that?

Mr. CAMPBELL. Since the organization of the bureau, September, 1906.

Senator OVERMAN. What was your revenue last year?

Mr. CAMPBELL. I am coming to that in one moment. Regularly since the field service, so to speak, was transferred from the Depart-



ment of Justice, where it had been put by mistake originally, to the bureau, the annual receipts have exceeded the disbursements, so that the total of such excesses from the very inception of the service is now \$320,000 and some odd. For the last fiscal year, however, ending on the 30th of last June, the excess was \$118,000. Those are points that I ask the committee to bear in mind when they come to consider the question as to whether the bureau should be allowed these additional clerks or not. In other words, I have tried to meet that question of economy, and I have tried to show that the sums so collected, although turned into the miscellaneous fund of the Treasury Department and only accessible through appropriations, still constitute a trust fund, and these people are entitled to the benefit of it.

Senator SMOOT. The House has increased the number of your employees?

Mr. CAMPBELL. Yes; by four out of eleven.

Senator SMOOT. From last year?

Mr. CAMPBELL. Yes. I want to tell you something with reference to that. Eighteen months ago the increase was one man. In August, as soon as the bill was passed, we were allowed five more men. While the bureau was in the Department of Commerce and Labor it was quite possible to shift men from bureaus which seemed to have an excess, such as the Bureau of the Census, to the Bureau of Naturalization, and we often had as many as 14 people assigned to us, trying to keep up. Now that condition no longer exists. We can get no assistance whatever, and, on the contrary, as stated here yesterday by the chief clerk, we have had to surrender some of our men to the Secretary's office because of the exigency existing there.

I call the attention of the committee particularly to that refinement of the law, which dates all declarations of intention at the expiration of seven years from the date on which they are filed, because, obviously, at the end of the first seven years a great number of these declarations would come into use immediately, or else those holding them would be put to the necessity of filing new declarations and waiting two years longer. The first seven years from the date on which the act was passed and on which any declaration could be filed was completed on the 26th day of September, 1913.

That was a little over a year ago. Although we adverted to that contingency or that certainty of a great many applicants being forced to serve the two years' time, under the instructions of the department we simply prepared estimates based on the work that was then current, without any increase. The men who were allowed us were five, as we indicated a moment ago. Those men we got virtually a year after this increase to which I am going to refer again. Beginning with the first of that year, that is, 18 months ago, when these declarations began to mature, there was a sudden increase, and a very large increase, in the filing of petitions, amounting on the average for the whole year to a little upward of 30 per cent in excess of the number filed the preceding year. That is a condition that has continued, and for the reasons that I state probably will continue, and with an increase; for the reason that each successive year for the first seven years there was an increase in the number of declarations filed. So that from the time of this increase of 30 per cent,

up to within the last four months, we had no increase in the clerical services, the increase not occurring until this past August; nor can we under this bill, whatever we may be allowed, have any increase until after the 1st of next July, two years subsequent to the demand for them. I may state that of course proportionately the same increase that is shown in the number of petitions filed is shown in the general work of the bureau; in the number of letters to be handled, the number of pieces of mail to be handled, and in every detail of the work; in the number of declarations to be indexed, filed, and examined; and in the number of certificates to be examined.

In direct answer to what Senator Overman asked a while ago, I want to say that the increase in the arrearages of work, for the reasons I have stated, has gone on, and it is now very much greater than it was a year ago, notwithstanding the five additional men. Speaking for myself, on my own individual judgment I think 11 are insufficient; but that is neither here nor there.

Senator OVERMAN. What is the character of the work that these new clerks are to do?

Mr. CAMPBELL. They will be assigned to various kinds of work. For example, when mail is received, it has all to be indexed.

Senator OVERMAN. Yes.

Mr. CAMPBELL. So as to appropriately file it and so as to be able to secure it at a moment's notice when it is needed. The naturalization papers are examined as soon as it may be possible, so as to discover mistakes. For example, we will take an illustration. A man files a declaration of intention. We will say that he belongs to one of the Austrian provinces. He declares his intention to sever his allegiance, we will say, from the Emperor of Germany. If this work is approximately up to date, we will know within 60 or 90 days that that declaration is invalid, and incurably so, according to the decision of the court, and he will file a new one; but if the work is as far behind as it is now, the matter will not be discovered within two or three months of the time the two years have expired that he may file, so that he naturally could say to us, "The point is raised here that this man in his declaration disavows allegiance to the wrong sovereign, which is something which should have been found out long ago, and this man has been 18 months"——

Senator OVERMAN. Let us get down now to what you want, briefly.

Mr. CAMPBELL. Yes, sir.

Senator OVERMAN. You want these clerks to file and to examine; and what else?

Mr. CAMPBELL. To attend to correspondence.

Senator OVERMAN. Yes. What else?

Mr. CAMPBELL. And in making accounts.

Senator OVERMAN. What do you mean by making accounts?

Mr. CAMPBELL. We have quarterly accounts with every clerk, and we have monthly accounts with every employee in the field.

Senator OVERMAN. I notice you have here five first-class clerks, and you want seven clerks of the first class. That means you want those so that you can promote some of the clerks below?

Mr. CAMPBELL. Yes; we will put them on a lower grade of work; filing work, for instance. The higher grade of work is practically all done by lawyers, professional men — examining petitions.

Senator OVERMAN. You ask for none, then, in the lower classes, but all in the higher classes?

Mr. CAMPBELL. We ask for some in the \$1,200 class. We do not ask for any below that.

Senator OVERMAN. A man who stands the civil-service examination is usually appointed at \$900 or \$1,000?

Mr. CAMPBELL. Yes.

Senator OVERMAN. That will apply to these new men?

Mr. CAMPBELL. Yes.

Senator OVERMAN. Your idea, then, is to promote some of the men you have?

Mr. CAMPBELL. Not necessarily so. If these additional clerks are allowed to us, some of these higher-class men would be taken from the Immigration Service, wherever they are competent.

Senator OVERMAN. In other words, you would detail some man from another bureau and give him a better salary down there?

Mr. CAMPBELL. No; no more than he is already getting.

Senator OVERMAN. I understand that the idea is that you would take a man here who is getting \$1,200 and give him \$1,400, and the \$1,400 man and give him \$1,600, and the \$1,600 man you would give \$1,800.

Mr. CAMPBELL. That is the regular course of promotion; if the man is competent.

Senator SMOOT. The department is trying to take care of men who have been discharged out of the Immigration Bureau?

Mr. CAMPBELL. Yes; there are many of those men, and they prefer to select from among those men rather than from an eligible register from the civil service.

Senator OVERMAN. When they are out two years they can not come back?

Mr. CAMPBELL. If they are out one year, my impression is; but they are simply furloughing them now for two or three months at a time.

Senator GALLINGER. That is now the usual procedure, that if the force is decreased in any one department or bureau, you immediately hunt up places for those people in some other department or bureau so as not to allow the force to be permanently reduced; is not that the point?

Mr. CAMPBELL. I do not know, Senator, whether that is true or not. There are a great many men in the Immigration Service who, by reason of that training and experience, are valuable men in any service. I suppose the Secretary has a natural feeling that he would like to take care of good men of that character. So far as I am concerned, what I want is to get good men, and the best I can get.

Senator SMOOT. The excuse is made in every department that they can not take on any new men at all that have passed the civil-service examination, because they must place these men that have gone out.

Mr. CAMPBELL. There are a great many of them.

Senator OVERMAN. Is there anything else?

Mr. CAMPBELL. I do not know of anything else, unless as the result of what I have said there is some doubt in your minds as to the propriety of allowing me these men, or some of them.

Senator SMOOT. You think you must have all of them?

Mr. CAMPBELL. I know I should have them, and a number more.

Senator SMOOT. I know you should have them, but I ask you if you must have them?

Mr. CAMPBELL. "Must" is a relative term. I have been without them for years and let the work accumulate.

Senator SMOOT. If you do not get them the work will still accumulate?

Mr. CAMPBELL. If I do not get them the work will still accumulate, and I will have the complaints that I now have so often. Take, for example, the case of people who have filed on public lands; if they are denied citizenship, although they have complied with the law, they will lose all that they have managed to get in that way.

## DEPARTMENT OF THE INTERIOR.

### OFFICE OF THE SOLICITOR, BOARD OF APPEALS.

#### STATEMENT OF PATRICK H. LOUGHRAN, ESQ.

Senator OVERMAN. Mr. Loughran, we will hear you now for three minutes.

Mr. LOUGHRAN. I desire simply to make the suggestion in connection with the provision for a board of appeals in the Department of the Interior, that the committee consider the advisability of imposing upon that board some duties.

Senator OVERMAN. Are you connected with any department.

Mr. LOUGHRAN. Not at all. I am an attorney practicing before the Department of the Interior and in the courts of the District. In the last legislative bill, and at the suggestion of the department head, you made an increase in the number of assistant attorneys by providing for a board of appeals. This board, while created by an act of Congress, has no jurisdiction, no powers, and, furthermore, you failed to impose upon it any duty. My motive in asking that you do impose some duty upon the board is this. The Department of the Interior considers a large number of very important cases involving not only legal questions of great import, but property rights of very great value. The larger number of these cases are determined by the department accordingly as the department views the facts in the cases. The board of appeals, as it is now organized, does nothing more with respect to those cases than did the present members thereof when they were assistant attorneys. The personnel of that board were assistant attorneys for the Department of the Interior before they became board members, and in their positions as assistant attorneys were quite as capable of advising the Secretary of the Interior concerning public-land matters as they are now as members of the board. I suggest that this board be required to act on cases by filing with the records in the case considered by it specific findings of fact and conclusions on every material or pertinent legal proposition advanced.

Senator OVERMAN. Did you ever take this up with the Secretary of the Interior?

Mr. LOUGHRAN. Never at all, except incidentally in oral arguments before the Assistant Secretary. I have, in the last four years, in the course of oral arguments, pointed out what I considered very serious defects in the administration of the public land laws, and some of

these defects, notably the failure of the department to discuss in some of its decisions the propositions advanced in support of appeals, has been a matter of serious criticism in the West and among public-land claimants.

I suggest that this board be required by Congress to give to attorneys practicing before the department, and also to public-land claimants, the benefit of opinions in all decisions rendered by the Secretary in pursuance of the board's recommendations. Nowadays we hear a great deal concerning the great mass of work in connection with public-land cases dispatched by the Secretary of the Interior, and hear very little about the character of that work and the way in which it is performed. To illustrate: After seven or eight years of investigation by special agents and litigation before the register and receiver and the General Land Office a case went before the Secretary of the Interior, on appeal from the commissioner. I spent 10 days or two weeks in the preparation of the brief on behalf of the claimant. The record was very voluminous. The land involved was of great value, and some of the questions of law were of considerable importance and the questions of fact had to be determined after examination of many hundred pages of testimony. The satisfaction that I got from the Secretary—the satisfaction that my client got—was a decision by the Department of the Interior, unaccompanied by any opinion, and equivalent in terms to a summary dismissal of the appeal and of every proposition which had been painstakingly advanced. The Secretary's decision, without discussing a single proposition presented to him on the appeal, was written in eight lines. If that means dispatch in the public business, then let us have less of that sort of dispatch.

Senator OVERMAN. You want those questions of law brought up, so that you can have them reviewed?

Mr. LOUGHRAN. My suggestion has nothing whatever to do with judicial review of the Secretary's decisions. It has nothing to do with the discretion of the Secretary. It has nothing to do with anything except this board of appeals. With the permission of the chairman I will hand to the reporter for printing in this record a letter fully stating the effect of my suggested amendment.

Senator OVERMAN. In the case of a question of law, the Secretary giving his opinion, would you not have a right of review? What was the ground of the decision? Let us know, so that we can understand it.

Mr. LOUGHRAN. You understand that the findings of fact of the Department of the Interior are final and binding upon the judiciary. We have no access to the courts, so far as the facts are concerned. We can attack the department's opinion on the law only after the land has been patented and then only in a court of equity and in a new and independent proceeding.

Senator OVERMAN. I understand that.

Mr. LOUGHRAN. Let us now impose on this board of appeals a duty similar in character to the duty imposed upon the Court of Claims by the Tucker Act.

Senator CALLINGER. Read your amendment.

Mr. LOUGHRAN. It is this: "That it shall be the duty of the said board, after any public-land case has been reached in the regular order of the appeal or motion docket, to submit its recommendations



thereon to the Secretary of the Interior within three months thereafter. That decisions of the Secretary of the Interior in public-land cases rendered in pursuance of the recommendations of the said board shall bear evidence of having been so rendered and shall be supported by written opinions to be filed in the cases, setting forth the specific findings by the board of the facts therein, and the conclusions of the board upon all questions of law involved."

You will observe that the adoption of such amendment will in no wise affect the discretion of the Secretary of the Interior. Furthermore, it has nothing whatever to do with this much-discussed matter of judicial review. If your committee adopts this amendment, and if it is finally enacted, the Secretary may, if he sees fit, reject the recommendation of this board and render such decision as he sees fit. It is not made the duty of the Secretary to follow the recommendations of this board, but it is made the duty of the Secretary, in every case in which his decision rests upon the recommendations of the board, to render a decision showing what findings of fact are made by the board, and what conclusions as to the law were reached by it.

Senator BRYAN. Anybody could raise a point of order against that provision, on the ground that it is general legislation.

Senator OVERMAN. It is our duty to the Secretary of the Interior to submit this to him.

Senator SMOOT. What surprised me is that it was possible for you to get a case up to the Secretary of the Interior in seven short years. That surprises me. I have had them there for nearly 12 years.

Mr. LOUGHRAN. I refer now to a case in which I appear as counsel. I do so not in a spirit of criticism of any officer or employee of the Land Department. I am here to-day to attack an unscientific system which Congress has permitted to grow up in connection with the disposition of public-land cases. I am not here criticizing the present administration of that department. The condition to which I refer has existed in the administration of the public-land laws through all administrations, and it has been so ever since the organization of the department.

The particular case I have in mind involves a final adjudication under the preceding administration of the Interior Department. When the present administration came into power an attempt was made to reopen and set aside many of the final judgments under the Fisher administration. Some such judgments were reopened and set aside. The case to which I refer was a petition to reopen and set aside a final judgment in a proceeding between two citizens. Not only was the judgment final in terms, but execution had been had thereunder. I was called into the case to oppose the petition to reopen. An oral argument under that petition was had in November, 1913, and no decision has yet been rendered. In a case of this kind the long delay in reaching a conclusion is really inexplicable. Now, who is responsible for delays of this character in cases of this character? If you adopt my proposed amendment requiring the board of appeals to act on a case within three months after it is reached, we will be enabled to know that for delays of this character the board is not responsible and will be enabled to place the responsibility precisely where it belongs. Time will not permit me to go into the



details of this or any other case, as my time has already expired, and therefore I hope that it may be possible for you gentlemen to read in its entirety the letter handed to the reporter and requested to be embodied in the report of my testimony.

Senator OVERMAN. The clerk of the committee will see that these amendments are submitted to the Secretary of the Interior, with the information that we would be glad to have his views on them.

Mr. LOUGHRAN. I thank you, gentlemen.

(The letter and papers referred to by Mr. Loughran are as follows:)

WASHINGTON, D. C., *January 9, 1915.*

The CHAIRMAN SUBCOMMITTEE OF THE

APPROPRIATIONS COMMITTEE OF THE SENATE

(Having under consideration the legislative, executive, and judicial appropriations bill).

MY DEAR SIR: The amendment I have suggested to your committee relates to that provision of the legislative, etc., bill concerning a board of appeals in the office of the Solicitor for the Department of the Interior.

The suggested amendment is that there be inserted, immediately following the provision for the salaries of the members of the said board, the following:

"That it shall be the duty of the said board, after any public land case has been reached in the regular order of the appeal or motion docket, to submit its recommendations thereon to the Secretary of the Interior within three months thereafter. That decisions of the Secretary of the Interior in public land cases rendered in pursuance of the recommendations of the said board shall bear evidence of having been so rendered and shall be supported by written opinions to be filed in the cases, setting forth the specific findings by the board of the facts therein and the conclusions of the board upon all questions of law involved."

This suggested amendment has nothing whatever to do with the much discussed matter of the advisability of providing for judicial review of the decisions of the Secretary of the Interior in public land cases. Neither does this suggested amendment detract in the least from that officer's powers, nor limit his discretion, nor impair in any way his jurisdiction over public land matters. He may, if he sees fit, decline to follow the recommendations of the said board and in such event, render any sort of decision he may see fit, and at any time he may see fit.

All that the suggested amendment would accomplish would be to impose certain prescribed duties upon the said board, which, although brought into existence by an act of Congress, has had no jurisdiction conferred upon it, has had no powers imparted to it, and has had no duties imposed upon it by Congress.

It is respectfully submitted that in providing for a board, which is usually intended to serve as an agency of government, Congress should do something more than merely create the board and provide for the salaries of the members thereof. Congress should, by at least prescribing the duties of the board, advise the public of the purpose to be served and the benefit to be conferred upon the public by such board. The purpose for which the board was brought into existence by Congress is not stated in the act creating it or in any other act of Congress of which the writer has notice, but it is plainly inferable, but inferable only, that the board will bear an important relation to public-land litigation before the Department of the Interior.

For practically all purposes the Department of the Interior, an arm of the executive branch of the Government, is a court, the only court, for the trial of public-land cases. The department's conclusions of law in such cases may be reviewed in the judicial branch of the Government, but only after that department has lost jurisdiction for all purposes and the land has lost its character as public land by the issue of a patent therefor. The department's findings of fact in such cases are, however, unreviewable by and binding and conclusive upon the judiciary. In our judgment the finality of the Land Department's findings of fact in such cases is the most serious of the evils of the present system of adjudication of those cases at Washington.

Whatever may be said of the familiar lines, "Let me make the ballads of a people, and I care not who makes the laws," it is an undeniably sound proposition that in public-land cases, as in other cases, the law is applied with reference to facts. If the facts are right, there is little difficulty in applying the law in the majority of public-land controversies. The testimony in such controversies is taken before officers who are without the power (and properly so in the present state of things) to refuse to receive testimony they may regard as inadmissible. As a result the records are

burdened with masses of inadmissible matter. Besides this, the testimony in many cases covers hundreds, and in a few cases thousands, of pages and presents every conceivable situation for application of the principles and tests for determining the character and weight of evidence.

So long as the present system of adjudication is continued, the matter of first importance to the safeguarding of the rights of parties to public-land cases will continue to be the finding of the facts in due observance of the rules of evidence, in accordance with the principles of judicial proof, and with proper appreciation of what are material facts in the cases. The findings of fact, and even the conclusions of law, of the officers of the Land Department, in a large number of such cases, are made for them by persons in the Government service who, although the actual judges in many instances, have no open record connection with the cases and are not always known to either the litigants or the public. This is not a condition in the administration of the public-land laws for which any officer of the Department of the Interior is responsible. The responsibility therefor is upon Congress and the remedy must come from Congress.

I attach hereto an article by me, published recently, entitled "Concerning the adjudication of public land cases," which I suggest be printed in the record of this hearing, together with this letter.

The extent to which a board of appeals could be made to effect an improvement in the decisions of the Department of the Interior is indicated in the suggested amendment, and is a matter on which I should be pleased to be heard at some length before your committee at its convenience.

I am of the opinion that if the amendment I have suggested is adopted it would have a tendency not only to improve the decisions of the Department of the Interior in public land cases but also tend to stability in those decisions, which, as anyone familiar with the situation knows, are notoriously unstable.

I am at the service of the committee in this matter at any time suitable to the committee.

Very truly, yours,

PATRICK H. LAUGHRAN.

#### CONCERNING THE ADJUDICATION OF PUBLIC LAND CASES.

In *United States v. Jones* (131 U. S., 1) it was decided, but not without dissent, that the Circuit Court (35 Fed., 561, 36 Fed., 4) had erred in ruling that the act of March 3, 1887 (24 Stat., 505), gave to claims under final entries of public lands the status of "claims founded upon the Constitution of the United States or any law of Congress" \* \* \* "or upon any contract, expressed or implied, with the Government of the United States," \* \* \* "in respect of which claims the party would be entitled to redress against the United States either in a court of law, equity or admiralty, if the United States were suable."

After this adjudication by the Supreme Court, Congress (52d Cong., 1st sess.) intent of the lawmakers that the Court of Claims, and the United States District enacted a bill (S. 1111) to amend the said act of 1887 so as to render unmistakable the Courts, should have jurisdiction in certain public land cases. This bill was vetoed by President Harrison. (Messages and Papers of the Presidents, vol. 8, p. 5682.)

If the bill referred to above had been approved there could not have been visited upon a claimant endeavoring to compel executive officers to abide the will of Congress and to respect and sustain duly accrued rights under the public land laws, a hardship such as this: A claimant petitioned the Land Department for issue of patent under a final homestead entry, contending that, by reason of the express terms of an act of Congress, the said department was without jurisdiction over the entry for any purpose other than performance of the purely ministerial duty of writing and delivering the patent. The Department denied the petition. Thereupon a proceeding for mandamus was instituted and prosecuted, at considerable expense, to the Supreme Court of the United States (227 U. S., 445). While by no means concurring in the Land Department's construction of the statute, the courts were powerless to afford relief because without jurisdiction, in proceedings for mandamus, to review the construction placed upon an act of Congress by an executive officer, in the absence of a showing that the construction was arbitrary, or designedly in furtherance of a purpose to evade the performance of a duty under the statute, and not merely a display of very bad judgment as to the meaning of the statute. The proceeding for mandamus was effective, however, to protect the homestead entry against cancellation until after a change of department was again petitioned for issue of patent and granted the petition in a decision in the administration of the Land Department. When the change came the Land Department sustained every contention advanced in the earlier proceeding before that department and in the proceedings for mandamus in the courts. Should not the Congress

and the President render impossible the imposition of such hardships upon public land claimants in the future? (See the title, "Contrariety of Decisions Illustrated," and "Board of Equitable Adjudication," under "Decisions," and also "Board of Appeals," under "Legislation," elsewhere herein.)

To correct errors in law in decisions of the Department of the Interior, the parties defeated in proceedings before that department must abide its decisions until such time as patents for the lands claimed by them have issued to their successful adversaries or to some one else. They may then go into a court of equity to prove prejudicial errors of law in the Secretary's decisions and, on proving them, have the persons claiming under the patents declared trustees of the title. It is neither just nor sensible that this should be the only mode of procedure open to a person who feels aggrieved by an erroneous construction of the law by the Land Department. Great hardships frequently result in those cases where the decisions of the department are not sustained by the courts, and there have been many such cases. The writer purposes discussing in a subsequent circular (receipt of copy of which, when published, may be insured by specific request therefor at this time) some of the cases in which the courts have refused to follow the adjudications of the Land Department.

While there is a remedy in the courts for an erroneous construction of law upon a correct finding of facts, there is no judicial relief against a correct construction of law upon an erroneous finding of facts, the highest judicial authority in the country having declared that the Land Department's findings of fact, in all cases, are binding and conclusive upon the judiciary. Whatever may be said of the familiar lines, "Let me make the ballads of a people, and I care not who makes the laws," it is an undeniably sound proposition that in public-land cases, as in other cases, the law is applied with reference to facts. The findings of fact, and even the conclusions of law, of the officers of the Land Department, in a large number of cases, are made for them by persons in the Government service who, although the actual judges in many instances, have no open-record connection with the cases and are not always known to either the litigants or the public. In its own publications the Department of the Interior has advised the public that its decisions in land cases are prepared in the office of the Assistant Attorney General for the Interior Department (now Solicitor for the Department of the Interior) and submitted to the Secretary for his adoption.

One of the most stubborn difficulties encountered by the writer in his practice before the land department is to obtain opinions in which the evidence in cases *inter partes* is so discussed as to be convincing that the rules of admissibility and the principles of judicial proof were observed and followed in the making of the department's findings of fact. It is within the writer's experience, and he is in a position to show, that the department in some cases has considered as evidence matters and things obviously not evidence and has founded findings of fact thereon; that it has frequently declared entrymen to have been guilty of fraud without a scintilla of evidence to warrant it in so doing; that in contests between individuals it has, after the taking of testimony has been closed, after decisions have been rendered by registers and receivers and the commissioner, and while the cases were pending before the Secretary, called for reports from special agents and considered, as evidence, the contents of those reports, without notice to the parties, and based findings of fact thereon; that it has cited as authority for its peculiar treatment of evidence, in some cases, opinions and decisions laying down propositions the opposite of those they were cited to support; that evidence, held sufficient during more than a generation to constitute the required proof of claims under certain laws, has been suddenly declared wholly insufficient and fraud imputed to the claimants adducing it; that departmental regulations, many of them so inequitable that they have been revoked for that reason, have been rigorously enforced against the very class of claimants they were designed to protect, and that in some cases, involving properties of great value, coming before the department in records containing hundreds of pages of testimony and submitted upon most carefully prepared briefs, decisions have been rendered which contain absolutely nothing in the way of discussion of any one of the propositions of law and fact advanced by counsel, such decisions being the equivalent in terms, if not in intent, to a summary dismissal, as meritless, of every argument presented.

The well-known frequency of decisions overruling and materially modifying comparatively recent holdings and the consequent uncertainty and brevity of life of many reported decisions as precedents or authority, the seeming departure from authority in some unreported cases, the apparent disregard, at times, of established rules of evidence, the numerous regulations and many changes therein at short intervals, the different points of view, the irreconcilable ideas as to the powers of the land department and the scope of the lawful discretion of the Secretary of the Interior, the conflicting opinions on the law and the varying "policies" of the various admin-

administrations of the land department, serve fully to justify the criticism that the administration of the public-land laws has been "carried about with every wind of doctrine," and to fully warrant the opinion expressed by a former Secretary of the Interior "that the public interest would be better served by providing for an appeal from the department's decision" to the courts and thereby "establish a system of public-land law, backed by decisions of a court of recognized standing." The conditions which have existed for decades in the administration of the public-land laws ought to be, and are to some persons cognizant of their effects, convincing of the eminent desirability of a radical reform of the procedure in public-land cases.

The publication known as the Decisions of the Department of the Interior in Cases Relating to the Public Lands, comprising now 43 volumes and a digest covering volumes 1 to 40, inclusive, is a continuing publication which was begun in 1883. It contains all decisions reported since July, 1881, and probably more conflicting rulings than any series of judicial, or quasi judicial, reports in existence, but it reports a very small percentage of all of the really important cases decided by the land department. This publication is held for sale by the Superintendent of Documents, Office of the Public Printer, Washington, D. C., to whom correspondence relating thereto should be addressed.

## NAVY DEPARTMENT.

### DIVISION OF NAVAL MILITIA AFFAIRS—ADDITIONAL CLERKS.

#### STATEMENT OF COMMANDER F. B. BASSETT, IN CHARGE OF THE DIVISION OF NAVAL MILITIA AFFAIRS.

Commander BASSETT. We have asked in the estimates for the year 1915 for an increase in our clerical force. Before the passage of the legislative act in 1914 the office force consisted of two clerks and a messenger, which even at that time was inadequate, and efforts were made to have it increased, but were not approved in the department.

The act of February 16, 1914, placed the Naval Militia in the same relation to the Navy that the militia land forces bear to the Army.

The urgent deficiency bill carried an increase in clerical force, which was approved, with an increase of three. This increase was embodied in the legislative bill for 1915, and is the one under which we are now operating.

Senator SMOOT. What you want is an increase of two clerks at \$1,000 and one clerk at \$900?

Commander BASSETT. Two clerks at \$1,000 and one clerk at \$900; yes, sir.

Senator SMOOT: Tell us why you want them.

Commander BASSETT. The work in the Division of Naval Militia Affairs is of such a varied nature; we are in correspondence with 23 States and 130 divisions; we have 596 officers and 7,100 and odd men to examine, professionally.

Senator SMOOT. You had these same duties two years ago, did you not?

Commander BASSETT. No, sir. I would state that before the passage of the Naval Militia act there was no Federal responsibility in connection with the Naval Militia. Now, by the act, we are required to see that these men are qualified, and pass an examination, within three years after the passage of the act. Before the passage of the act we had no responsibility.

Senator OVERMAN. What is the date of the act?

Commander BASSETT. February 16, 1914.



Senator OVERMAN. This is to cover the duties, then, imposed upon you by additional legislation?

Commander BASSETT. Yes, by additional legislation. An attempt was made in the last legislative bill to provide for enough clerks, and the estimate was cut down in the department. It is impossible to carry out the present duty with the present number of clerks.

Senator OVERMAN. Did I understand you to say that this work would terminate in 1917?

Commander BASSETT. No, sir; these men must be qualified by that time.

Senator OVERMAN. You have a letter from the Secretary of the Navy in regard to this?

Commander BASSETT. Yes; I have a letter from the Secretary of the Navy to Senator Martin, dated December 21, 1914.

Senator OVERMAN. Just put that in the record.

Commander BASSETT. The principal features of the bill which increase the clerical force I should like to dwell on briefly. All of the officers and enlisted men are paid from Federal funds when making their annual cruise. They are paid transportation and subsistence, and the officers are paid mileage the same as the regular officers of the Navy; and when you consider there were somewhere in the neighborhood of 4,000 to 5,000 men who cruised last year, the details of their pay rolls and all of the details of the work of the auditor and the comptroller you will see must have increased the work, so that we are getting behind, and with the best intentions in the world we can not do the work.

Senator OVERMAN. Very well, Mr. Bassett.

Senator SMOOT. Is that all?

Commander BASSETT. Yes; except that I should like to leave with the committee some matter to be inserted in the hearing.

Senator OVERMAN. Very well.

(The papers referred to by Commander Bassett are as follows:)

DECEMBER 21, 1914

MY DEAR SENATOR: I wish to invite to your attention the increase in force recommended by the department in the Division of Naval Militia Affairs, which is shown on page 244 of the House committee's draft of the legislative bill. Three additional clerks are asked for—two at \$1,000 each and one at \$900.

I was at first disposed not to recommend any increase for this office, but the officer in charge, Commander Bassett, argued so persuasively that I had to relent, for he made it very clear that without this increase it would be utterly impossible for him to carry out the many additional duties imposed upon his office by the naval militia act passed at the last session, with which you are no doubt conversant.

The House committee, without a hearing, refused to increase, and I earnestly recommend it to your careful consideration, for I am convinced that it is a most necessary item. It involves no change in the total of the legislative bill, as the appropriation from which the force in the Naval Militia Office is paid is carried in the naval act.

Very sincerely,

JOSEPHUS DANIELS

HON. THOMAS S. MARTIN,

*Chairman Committee on Appropriations, United States Senate, Washington.*

The salient features of the Naval Militia act, over which this division has cognizance, are as follows:

#### SECTION 2.

1. Loan vessels to States.
2. Issue supplies, stores, and equipage.

3. Arrange for allowance lists of equipage and money allotment for supplies.
4. Correspondence in connection with detailing and transferring enlisted men of the Navy acting as shipkeepers.
5. Establish a standard unit of organization.
6. Establish a standard of equipment.
7. Require States to comply with standards.

SECTION 3.

8. Establish a standard of professional and physical examination for officers and enlisted men of the Naval Militia.
9. Secure States' adoption of these standards.

SECTION 9.

10. Require the States to submit returns on strength.
11. Require the States to submit returns on equipment.
12. Transmit to Congress abstracts of all returns and reports submitted by States in connection with Naval Militia.

SECTION 10.

13. Procure and issue arms, accouterments, ammunition, medical outfits, fuel, water for steaming purposes, clothing, and books.
14. Exchange arms, accessories, accouterments, equipment, equipage, stores, and ammunition when obsolete for other suitable arms, accessories, accouterments, equipment, equipage, stores, and ammunition.
15. Require States to account for all property issued.
16. Require States to return to department property as directed.

SECTION 11.

17. Arrange for inspections by naval officers of Naval Militia units of organization.
18. Receive inspectors' reports, record same with comments.
19. Correspond with States regarding standing or condition of organization as shown by inspection reports.
20. Take up question of remedying defects.
21. Disburse to States, fund for pay, subsistence, and transportation of the Naval Militia engaging in instruction afloat on Naval Militia ships and on shore.
22. Arrange for bonding of an officer in each State as Federal disbursing officer for Naval Militia.

SECTION 12.

23. Arrange for cruises with the Regular Navy.
24. Arrange for payment pay, subsistence, and transportation of Naval Militia cruising on ships of the Regular Navy.

SECTION 13.

25. Arrange for officers and enlisted men of the Naval Militia to attend and pursue a course of study at a military or naval school or on board ship.
26. Arrange for payment of subsistence of such officers and men.

SECTION 14.

27. Arrange for cash sales of Navy matériel to Naval Militia.

SECTION 15.

28. Prescribe annually a form of naval exercises to be participated in by the Naval Militia of all States.
29. Arrange details of exercise or cruise.

SECTION 16.

30. Require reports of the several States, showing participation of the Naval Militia in an annual instruction cruise of at least five days.
31. Require reports of the several States, showing participation of the Naval Militia in drill and instruction, in armories.
32. Require reports as to State inspections held of each unit of organization.



SECTION 16.

33. Arrange for detailing naval officers to cruise with Naval Militia vessels as advisors.

SECTION 17.

34. Arrange for detailing naval officers and men to report to governors of States for duty in connection with Naval Militia.

35. Arrange for Naval Militia General Board to proceed to Washington, D. C., from time to time to consult with Secretary of the Navy.

36. Receive, audit, and pass for payment the expense accounts of the several members of this General Board.

SECTION 18.

37. Arrange for detailing naval officers and men to inspect, instruct, and examine the Naval Militia. Formulate instructions for inspector instructors. Receive, coordinate, and file reports.

38. Arrange for the formation of standard regulations for organization, discipline training, and equipment of the Naval Militia.

SECTION 18.

39. Estimate and arrange for the issue of ammunition for Naval Militia target practice on regular ships of the Navy.

40. Arrange for detailing naval officers to direct such target practice.

SECTION 21.

41. Receive applications and arrange for examination of applicants for eligible list

42. Record the results of examination and maintain an eligible list of persons available for commissions in an emergency.

OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Assistant Secretary MALBURN. The first thing I have, Mr. Chairman, is the office of the chief clerk and superintendent, and after that the general supply.

Senator OVERMAN. What page is that on?

Assistant Secretary MALBURN. That begins on page 34. Mr. Wilmeth, the chief clerk, who also has charge of the General Supply Committee, is here, and he will give you this information much better than I can.

Senator OVERMAN. Go ahead, then, Mr. Wilmeth.

ICE-PLANT OPERATOR.

Mr. WILMETH. At page 35 we estimated for an ice-plant operator at \$720 per annum. There has been no increase in force in the Treasury Department, if my memory serves me correctly, so far as the engineering force is concerned, by the introduction of the new ice plant, which has been in operation for more than four years. We have had to do the extra work with the fireman. At certain times of the year that can be done without so much inconvenience, but particularly at this time of the year it is very difficult, when everything is running at full blast.

Senator SMOOT. When we put in that ice plant that very thing was spoken of, that question was asked, and it was told us at that time that there would be no more help required than was appropriated for at the time we installed the plant. We were figuring at that time

what the ice was going to cost us, and we asked then what the expense was going to be, and figured upon the basis of that; and I distinctly remember asking whether in a little while there would not be a request for additional help, and I was assured that there would not.

Mr. WILMETH. The saving we make would amply justify this.

Senator SMOOT. I do not doubt that for a moment, and if we had not thought so we would not have put the ice plant in; and if there is any reason now existing that did not exist at that time, I should like to hear what the reason is.

Senator OVERMAN. Who is performing that service now, the fireman?

Mr. WILMETH. The fireman.

Senator OVERMAN. Is he doing it faithfully and efficiently?

Mr. WILMETH. He is.

Senator OVERMAN. What is the trouble about keeping him on?

Mr. WILMETH. We have to take employees from the labor force; what we want and need is an employee there to keep the work going.

Senator OVERMAN. What is the trouble about continuing the present arrangement?

Mr. WILMETH. We need the services of the laborers in their respective places.

Senator OVERMAN. You can not spare one laborer?

Mr. WILMETH. We have been doing it, but it has been at the expense of other branches of the service.

Senator SMOOT. Supposing you were paying this money out of your own pocket, do you not think you could make that shift, just temporarily, as you have done in the past, rather than have a regular man?

Mr. WILMETH. If I were paying it out of my own pocket, in view of the saving we are making, I would not hesitate to put that man on at \$720.

Senator SMOOT. No; you qualify that. You say "on the basis of the saving we are making." I mean as a business proposition, would you do it?

Mr. WILMETH. I think I would.

Senator BRYAN. What is the salary of the fireman?

Mr. WILMETH. \$720.

#### ASSISTANT PAINTER.

Mr. WILMETH. The next item is an assistant painter. We asked for that, I think, last year.

Senator SMOOT. Yes; you asked for that last year.

Mr. WILMETH. We have a painter, at \$1,100. We are now using a man from another part of the force, a skilled laborer, to assist the painter. He gets \$720 a year. One painter can not keep the work current. We feel as if that is amply justified, and if I were running it as a private enterprise and paying for it myself I would recommend it.

Senator SMOOT. You made a pretty good case last year on that.

Senator OVERMAN. I think we put it in last year.

Senator SMOOT. Yes. We put it in and it went out in conference.

Senator OVERMAN. Yes. We put it in for you and it went out in conference.

What is the next item?

#### CHARWOMEN.

Mr. WILMETH. The next item is near the bottom of page 35, 85 charwomen. We are asking for 91.

Senator SMOOT. We increased those charwomen last year to 85, did we not?

Mr. WILMETH. No, sir. We have reduced the char force by 24 in the Treasury Department, within the last three or four years; we have recently reclaimed a large amount of room, by taking out files and moving them to the auditor's building, and have installed clerks instead, so that, based upon what the women were required to do when we cut down to the lowest possible estimate, there is sufficient work to justify this increase, based upon the number of square feet.

The CHAIRMAN. What is the number of square feet in that building?

Mr. WILMETH. Four hundred and seventeen thousand six hundred square feet, divided as follows: Rooms, exclusive of toilets, 302,410; corridors, 88,180; stairs, 19,600; elevators, 1,820; toilets, 5,590.

Senator BRYAN. The statement I have before me says that 10,000 square feet of space were added.

Senator OVERMAN. You took all of this matter up before the House committee, did you not?

Mr. WILMETH. Yes.

Senator OVERMAN. And it appears in the House reports?

#### WIREMAN AND ADDITIONAL CARPENTER, AUDITOR'S BUILDING.

Mr. WILMETH. Yes. The next item is near the bottom of page 35. The House gave us a skilled laborer instead of a carpenter and a wireman, two employees that we asked for the auditor's building. We have been having to do the work in the auditor's building with a force that we have sent over from the main building, and it has been at the sacrifice of our work there, which has correspondingly fallen behind—the wiring and carpentry work. This increase is urgently needed.

The CHAIRMAN. How many carpenters have you there now?

Senator GALLINGER. Three.

Senator SMOOT. You want one additional carpenter and one wireman?

Mr. WILMETH. Yes: three for the department and this extra one for the auditor's building.

Senator SMOOT. If we give you those two we can eliminate the skilled laborer?

Mr. WILMETH. Yes.

Senator SMOOT. What is the next item?

#### GENERAL SUPPLY COMMITTEE.

Mr. WILMETH. The next item is the general supply committee. Mr. Chairman, if it please you, I should like to have Dr. Briggs speak in regard to that.

The CHAIRMAN. Very well.

## ADDITIONAL CLERKS, MESSENGERS, AND LABORERS.

Mr. BRIGGS. As you are aware, gentlemen, the work of the General Supply Committee was performed by detailed assistants from other departments, with the exception of the superintendent and two clerks of class 3, until last year.

Senator SMOOT. You say they were detailed from other departments. What do you mean by that—from others than the Treasury Department?

Mr. BRIGGS. Yes. While the Treasury Department details two clerks and one laborer, the Agricultural Department details two clerks, the Post Office Department details two clerks, and the War Department one clerk.

Senator GALLINGER. Where is there any authority for the department to do that?

Mr. WILMETH. Section 4 of the act of June 4, 1910, 36 Statutes, 531.

Senator OVERMAN. Does that permit you to detail from one department to another?

Mr. WILMETH. Yes; for this particular purpose—for the purpose of standardizing these supplies and aiding the Secretaries, but not generally. It is very beneficial, too.

Senator GALLINGER. My query was based upon the thought that you certainly can not have carte blanche to detail clerks from other departments.

Mr. WILMETH. No; that is unlawful.

Mr. BRIGGS. It has simply been necessary under existing conditions, the office being established since 1910; we got along as best we could until the current year. Last year we asked for 26 clerks, including 15 temporary clerks for four months' time, 1 messenger and 2 laborers. The appropriations for last year carried only 20 clerks, including 12 temporary clerks, for four months' time; that is, during the rush season, when the specifications are being framed, the proposals considered, and awards recommenced to the Secretary of the Treasury.

We left the Union Building, which was a rented building, on the 1st of last July, and are now located in the Bureau of Engraving and Printing, the old building, now known as the Auditor's Office. We have very satisfactory rooms down there, eight in number, office rooms and sample rooms. We handle about 40,000 samples each year, large and small. They are sent in for consideration, and those upon which awards are made are placed in a room by themselves and are held during the life of the contract. All others are reshipped to the owners.

Senator OVERMAN. That is all you want—these additional clerks here estimated for? You want one designated as chief clerk, an additional clerk of class 3, an additional clerk of class 2, and an additional clerk of class 1?

Mr. BRIGGS. Yes. There is one clerk additional of class 3, one clerk additional of class 2, and one clerk of class 1. I want, for the use of the office, a statistician, a stenographer and typewriter, and a copy proof reader, or editor.

Senator OVERMAN. What do you want with an editor?

Mr. BRIGGS. He is called a copy editor or proof editor.

Senator OVERMAN. Do you have printed matter published?

Mr. BRIGGS. Yes; there are about 22,000 items and subitems upon which awards are made. They cover stationery, hardware——

The CHAIRMAN. I understand that they cover all of the supplies?

Mr. BRIGGS. They cover all of the supplies and are separated into classes.

Senator OVERMAN. And you print them?

Mr. BRIGGS. Yes; those are all printed. They are first printed in the form of specifications, which go out to the public inviting proposals. When they are received and recommendations of awards are made and accepted by the Secretary of the Treasury, then a complete book of awards is prepared and printed.

Senator OVERMAN. Where do you have them printed? At the Government Printing Office?

Mr. BRIGGS. At the Government Printing Office.

Senator OVERMAN. They have proof readers there.

Mr. BRIGGS. They do, Mr. Chairman; but we can handle it to very much better advantage by having it done right there in the office. It has got to be copied and handled somewhere, and they can handle it better right there in the office. It is more advantageous to the Public Printer to receive the copy clean than to have it in bad condition when it gets down there. Until the 1st of last July, when the sundry civil bill prohibited them from detailing anyone, we had two copy editors from the Government Printing Office. We had them for two or three years. Of course they were returned when called for.

Senator SMOOT. Why would you want a copy editor down there, with what little work you do, when that work is all done again as soon as it reaches the Government Printing Office? It would be very much better to detail men we have down there to do that work in your department, if there is sufficient of it, than to have it done in your department and then have it done over again as soon as it reaches the Government Printing Office.

Mr. BRIGGS. Yes; but the sundry civil bill, the Government Printing Office claims, took away their right to detail clerks to our office.

Senator SMOOT. They can be detailed under the act of June 4, 1910, for this particular division?

Mr. BRIGGS. Yes.

Senator SMOOT. And that is the way to do it. We do not want now to begin to have copy editors in the General Supply Committee, because, no matter who the copy editor was in the General Supply Committee Division, that work would be done all over again by the copy editor down at the Government Printing Office as soon as it was received there.

Mr. BRIGGS. It would not be in very complete form, perhaps, when it went down there, simply because those specifications in the first place are prepared by committees who do not have much, if any, general knowledge in putting it into shape.

Senator OVERMAN. Is there anything else?

Mr. BRIGGS. I would like to make one explanation before closing, and that is this: I am satisfied that if I can get these men on my force permanently, I can return those detailed clerks to the different departments from which they came. Their salaries amount to \$10,000, whereas the salaries of these clerks, messengers, and laborers I am calling for here amount to only \$6,240.

Senator SMOOT. If we gave you these clerks and you returned the other clerks, do you think we could take them from the departments to which they are returned?

Mr. BRIGGS. I could hardly answer for the different departments, Senator.

Senator SMOOT. I can answer for that.

(I append hereto a comparative financial statement covering the situation.)

1915.

## ESTIMATES.

Superintendent of supplies.....	\$3,000
Chief clerk.....	2,000
1 clerk, class 4.....	1,800
1 clerk, class 3.....	1,600
3 clerks, class 2.....	4,200
4 clerks, class 1.....	4,800
15 clerks (temporary, 4 months).....	4,500
1 messenger.....	720
2 laborers.....	1,320
Total.....	23,940

## APPROPRIATIONS.

Superintendent of supplies.....	\$2,250
1 clerk, class 4.....	1,800
1 clerk, class 3.....	1,600
3 clerks, class 2.....	4,200
2 clerks, class 1.....	2,400
12 clerks (temporary, 4 months).....	3,600
Total.....	15,850
Less than estimate.....	8,090
Total.....	23,940

1916.

## ESTIMATES.

Superintendent of supplies.....	\$2,250
Chief clerk (new designation).....	1,800
2 clerks, class 3.....	3,200
4 clerks, class 2.....	5,600
3 clerks, class 1.....	3,600
12 clerks (temporary, 4 months).....	3,600
1 assistant messenger.....	720
2 laborers.....	1,320
Total.....	22,090
Less than estimate for 1915.....	1,850
Total.....	23,940

## ADDITIONAL ESTIMATE OVER APPROPRIATIONS FOR 1915.

1 clerk, class 3.....	\$1,600
1 clerk, class 2.....	1,400
1 clerk, class 1.....	1,200
1 assistant messenger.....	720
2 laborers.....	1,320
Total.....	6,240
Total appropriations, 1915.....	15,850
Total.....	22,090

## DETAIL EMPLOYEES WORKING IN THE GENERAL SUPPLY COMMITTEE DURING THE YEAR.

1915.

From Agricultural Department:	
1 clerk at.....	\$1,000
1 clerk at.....	1,200
From Post Office Department:	
1 clerk at.....	2,000
1 clerk at.....	1,200
From War Department: 1 clerk at.....	1,200
From Treasury:	
1 clerk at.....	1,800
1 clerk at.....	1,000
1 laborer at.....	660
Total.....	10,060

## ADDITIONAL HELP REQUESTED:

1916.

1 clerk at.....	\$1,600
1 clerk at.....	1,400
1 clerk at.....	1,200
1 assistant messenger.....	720
2 laborers.....	1,320
Total.....	6,240
Less than cost of detail employees.....	3,820
Total.....	10,060

These details are subject to withdrawal at any time, without even the substitution of other clerks to take their places. It is entirely optional with the departments detailing them.

Senator OVERMAN. Now, Mr. Wilmeth, is there anything further?

## CONTINGENT EXPENSES—INVESTIGATION, ETC., TO SECURE BETTER METHODS OF ADMINISTRATION.

Mr. WILMETH. Yes, Mr. Chairman, on page 52, the first item comes under the head of what is known as the contingent fund for the Secretary of the Treasury. The estimate was submitted for \$20,000, and the House gave us \$15,000.

Senator OVERMAN. Where is that?



Mr. WILMETH. On page 52, Mr. Chairman, in the middle of the page. That was explained very fully during the House hearings. If you wish any further explanation of it I shall be glad to attempt to give it to you.

The CHAIRMAN. You had \$20,000 last year and the House reduced it to \$15,000?

Mr. WILMETH. Yes.

Senator GALLINGER. Did you use that \$20,000?

Mr. WILMETH. No, sir; not all of it.

Senator GALLINGER. How much of a surplus was there?

Mr. WILMETH. According to my memory there was three or four thousand dollars.

Senator GALLINGER. That is the reason the House cut it down, no doubt.

Mr. WILMETH. But, Senator, this is not a thing that will remain stationary from year to year. The expenditures last year form no criterion as to what they might be this year, because it depends upon improvement matters that the Secretary wants to undertake, and that he does undertake, as to the amount of the expenditure.

Senator OVERMAN. It might be less or greater?

Mr. WILMETH. Yes; so that to set a hard-and-fast figure for that item would be difficult.

Senator GALLINGER. They could use any amount, of course.

Senator OVERMAN. Is there anything else?

#### MOTOR TRUCKS, PURCHASE OF, ETC.

Mr. WILMETH. Yes, Mr. Chairman, the next item is the purchase exchange, maintenance, and repair of motor trucks, horses and wagons.

Senator OVERMAN. Where is that?

Mr. WILMETH. It is the next item, sir, just below the middle of page 52; \$3,500 instead of \$2,500. At the time the \$2,500 was put in there was a reduction on this appropriation for horses and wagons, and we had just installed the motor trucks. They were new then, and we got along very well for the first year. They are now beginning to have repairs, which are necessary, and we are behind on that appropriation at present. I would like to insist on that, if possible.

Senator OVERMAN. An expenditure for repairs was not necessary of course, when the vehicles were new, but of course they deteriorate as they become older?

Mr. WILMETH. Yes. Repairs have now become necessary, so that I have had to ask for a waiver of the allotment for the month of January in order to get through.

The next item is for the purchase of file holders and file cases. \$4,000. Six thousand dollars is asked.

The Treasury Department a few years ago started out with a new flat filing system, and we are just buying each month what this appropriation permits us to buy. It is not enough to meet the proper needs of the department.

The CHAIRMAN. We gave a special appropriation of \$2,000 last year, and I suppose that is the reason they cut it down.

Mr. WILMETH. Yes.

## WOOD, COAL, ETC., PURCHASE OF.

The item for an increase for the purchase of coal, wood, etc., we do not ask for. We believe that we shall be able to get through with the item as it was. We would like to have that remain at \$12,000.

## GAS, ELECTRIC CURRENT, ETC., PURCHASE OF.

As to the next item, at the top of page 53, there is an apparent increase of \$4,500, but that is because of merging the \$4,500 that was appropriated for the upkeep of the Auditor's building and putting it in with the Treasury Building, so that really there is no increase. It is in one fund there, and properly should be.

## STREET CAR TICKETS.

I wish to invite attention especially, in the next item of the appropriation, to that of street car tickets. We are very anxious to have that increased from \$250 to \$400, as the maximum allowance that may be spent for tickets. We can buy under this \$20 worth of street car tickets a month. With the many trips necessary to the Government Printing Office and to Congress and elsewhere about the city that is not sufficient.

The CHAIRMAN: Is that for the whole Treasury Department?

Mr. WILMETH. That is for the whole Treasury Department, including the auditors' offices and the Public Health, all of which are located in buildings outside the Treasury Building.

Senator GALLINGER. Have you a system of supervision as to the use of those tickets?

Mr. WILMETH. Absolutely, Senator. We can tell to a ticket what was spent last year.

Senator GALLINGER. They are used for strictly official purposes?

Mr. WILMETH. Absolutely; for no other purpose at all, and a receipt is taken for every ticket that is given out.

Senator GALLINGER. That is right.

Senator SMOOT. What is the next item?

## LABOR-SAVING MACHINES AND SUPPLIES, PURCHASE OF.

Mr. WILMETH. The House reduced the next item, for the purchase of labor-saving machines, from \$8,000 to \$6,000. We have not tried that out as to whether or not we can get along with that amount, but we have been using to good advantage the \$8,000 in the purchase of labor-saving appliances, and in that way have been able to make somewhat of a reduction of force by the use of these labor-saving machines and appliances.

Senator OVERMAN. How much of a reduction in force did you make last year?

Mr. WILMETH. I do not recall. Do you remember, Mr. Thompson?

Mr. THOMPSON. The reduction in force was offset by the increase in force in the income-tax division, I should imagine.

Mr. WILMETH. I am speaking about the past three years or so. We have made a very substantial reduction, largely due to the introduction of labor-saving machines and devices.

Senator OVERMAN. I suppose there is no doubt of that, through the increased efficiency brought about by the use of these appliances and labor-saving devices.

Mr. WILMETH. Yes.

#### CARPETS.

The next item is that of carpets. We have been steadily reducing that appropriation and when we got down to \$3,000 we struck bottom. I hope that will not be allowed to stand at \$2,000. We have got down as low as we can. \$3,000 seems a modest amount for the Treasury Department in Washington.

#### FURNITURE.

The next item is for the purchase of boxes, furniture, and so forth. We wish that to stand at \$10,000.

#### AUTOMATIC FIRE-ALARM SYSTEMS.

The next item is for the maintenance of the automatic fire-alarm systems. We made that reduction, and we wish the House figures, \$2,052, to stand. That is because of stations taken out. There will be a slow reduction on that right along, as stations are removed.

#### HEAT, LIGHT, ETC., FOR PREMISES 1414 PENNSYLVANIA AVENUE NW.

Mr. Chairman, the next item is for heating, lighting, and shelving for the purveying depot on Pennsylvania Avenue, near the old Chase Theater. The House reduced that appropriation from \$750 to \$400. \$400 will barely heat the building. It will leave nothing for lighting or shelving. As we made an annual saving of \$2,150 when we put the purveying depot in there, we think this is a very modest request, and hope that will be restored.

That is all.

Senator OVERMAN. We are very much obliged to you.

Mr. Malburn, have you anything else?

#### COLLECTING INTERNAL REVENUE.

Mr. MALBURN. I think the office of the Commissioner of Internal Revenue comes next, Mr. Chairman. Col. Osborn will address the committee on that.

Senator OVERMAN. Proceed, Col. Osborn. What item do you wish to be heard on first? State the page and the item, and the line on which it begins.

#### SALARIES AND EXPENSES OF COLLECTORS.

Mr. OSBORN. The first item is for salaries and expenses of collectors of internal revenue. That is for the period from July 1 to December 31, 1915. That is, for the fiscal year 1916. We are asking for \$315,000.

Mr. FORBES. In addition to the \$2,165,000?

Senator OVERMAN. In addition to the \$2,165,000, you ask for how much?

Mr. OSBORN. \$315,000.

Senator OVERMAN. Additional?

Mr. FORBES. Yes; for the first six months of the fiscal year. The law expires by limitation December 31.

Senator SMOOT. You want \$315,000 to collect the war tax?

Mr. FORBES. Yes.

Senator GALLINGER. That is for the period from July 1, 1915, to December 31, 1915—six months?

Mr. OSBORN. Yes.

Senator OVERMAN. That is in addition to your regular appropriations that you have had?

Mr. OSBORN. Yes.

Mr. MALBURN. This was not presented to the House committee, because we did not have the estimates ready at that time. This is the original application for it. It was sent up to the House committee, but they received it too late for them to consider it.

The CHAIRMAN. Did not the House decide that \$2,165,000 would collect both the war tax and the internal revenue?

Mr. MALBURN. No, sir. The estimate was not presented to them at all, for the reason I have stated.

Senator SMOOT. This document which I have before me states all the facts in the case, does it not? This is a letter from the Secretary of the Treasury.

Senator OVERMAN. There is a letter printed here dated December 4, from the Commissioner of Internal Revenue.

Mr. FORBES. That is right. That covers all the estimates.

Mr. OSBORN. That covers them all, yes; salaries and expenses of collectors of internal revenue, \$315,000, salaries office of Commissioner of Internal Revenue, \$13,380, and miscellaneous expenses Internal-Revenue Service, \$10,000—three items.

Senator OVERMAN. I have here a letter from the Secretary of the Treasury to the chairman of this committee, which may be put in the record.

(The letter is as follows:)

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, December 24, 1914.

Hon. THOMAS S. MARTIN,  
Chairman Committee on Appropriations,  
United States Senate, Washington, D. C.

SIR: In connection with my letter of to-day with reference to the legislative, executive, and judicial appropriation bill, H. R. 19909, I have the honor to call specifically to the attention of your committee the following supplemental estimate of the department contained in House Document 1225, Sixty-third Congress, third session, a copy of which is hereto attached:

Salaries and expenses of collectors of internal revenue for the period from July 1, 1915, to Dec. 31, 1915, both dates inclusive.....	\$315,000
Salaries, office of Commissioner of Internal Revenue for the period from July 1, 1915, to Dec. 31, 1915, both dates inclusive.....	13,380
Miscellaneous expenses, Internal-Revenue Service, additional for the full year.....	10,000

When the Commissioner of Internal Revenue was before the subcommittee of the House Committee on Appropriations in charge of the legislative bill in connection

with the regular estimates of the Internal-Revenue Service for 1916, he informed the committee that he was submitting a supplemental estimate made necessary under the war-revenue act of 1914 for the full fiscal year of 1916. The committee informed the commissioner that the estimate should cover only the first six months of the year, or until December 31, 1914, inasmuch as the act of October 22, 1914, expires by limitation on that date. The supplemental estimate, as above, was therefore submitted.

The department has been advised by the House committee, however, that this estimate reached the committee after the legislative bill had been completed and accordingly it received no consideration by that body. It is therefore brought to the attention of your committee in order that the appropriations requested may be granted by appropriate amendments to the bill.

The amounts estimated for I regard as the minimum, if the taxes imposed by the act, are to be closely collected. The Commissioner of Internal Revenue has furnished details of these estimates which I am repeating for the information of the committee.

"To avoid doubling, or two or more canvassing deputy collectors covering the same territory, collectors have been authorized to redivide their districts, making two more divisions to each district, and they have been authorized to employ two division and two office deputies each. This was done merely to ascertain the actual needs of each district. Almost without exception, collectors insist that the additional officers authorized are insufficient to perform the additional work made necessary under the act of October 22, 1914. After further correspondence and very careful consideration of the matter, I am convinced that an average of four division and two office deputies for each district approximates the needs of the service. More than the number stated are needed in many districts having large cities within their borders, such as the first Illinois, Maryland, Massachusetts, first Missouri, first Ohio, first and twenty-third Pennsylvania, each requiring at least one division and one office deputy more than the average, and about \$600 still in addition for Maryland, to provide for temporary help. Certain districts can get along with three additional division deputies, such as the thirteenth Illinois, fourth Michigan, and the first New Jersey, with but two additional in the field and one additional in the office."

This estimate is tentative and will be departed from, but it is believed to set forth the needs as nearly as they can be ascertained at this time. The compensation of the additional deputies in the above computation is based upon a salary of \$1,200 and an allowance of \$600 for traveling expenses of each division deputy. Division deputies canvass for internal-revenue taxes. To insure a reasonable enforcement of the act of October 22, 1914, it will be necessary for officers to visit many special and other taxpayers. There are, approximately, 1,000,000 dealers in tobacco; more than 20,000 moving picture and other theaters; about 27,000 bankers; 5,000 pawnbrokers; 12,000 commercial brokers; 1,000 customhouse brokers; 15,000 public exhibitions other than circuses; probably 200,000 bowling alleys and pool and billiard tables; and many other articles and occupations subject to tax, such as liquor dealers selling wine for consumption. Office deputies count and ship stamps, keep record of same, prepare monthly and other reports and accounts for this office, and perform clerical work of a general or special character such as may be assigned to them by the collector.

A force of at least 21 persons is needed in my bureau. After the first pressing needs of matters growing out of the act of October 22, 1914, have been attended to, I believe that the force should be distributed among the several divisions as follows:

Law Division: 2 clerks of class 4 and 4 clerks of class 2; compensation (annual rate), \$8,400.

Stamp Division: 1 clerk of class 3; 1 clerk of class 2; 3 counters, at \$900; 1 messenger, at \$840; 2 laborers, at \$660; compensation (annual rate), \$7,860.

Division of Accounts and Statistics: 1 clerk of class 4 and 1 clerk of class 3; compensation (annual rate), \$3,400.

Assessment Division: 1 clerk of class 4 and 1 clerk of class 3; compensation (annual rate), \$3,400.

Tobacco Division: 1 clerk of class 1; compensation, \$1,200.

Chief Clerk's Division: 1 clerk of class 3; compensation, \$1,600.

Claims Division: 1 clerk, at \$900.

The Law Division handles questions of legal construction and prepares decisions for publication.

The Stamp Division counts, packs, ships, and records shipments of stamps, compares collectors' reports of stamp sales, balances on hand, etc., and attends to correspondence.

Division of Accounts and Statistics: There will be nearly 400 additional monthly expense and salary accounts to examine and record—more than enough work for one clerk. An accountant is needed in the section of statistics. This becomes necessary because of the act of October 22, 1914, in verifying, consolidating, and recording



and others from various sources, and in answering inquiries of Members of Congress and others.

The additional force of six clerks in the other four divisions is needed solely because of the act of October 22, 1914, in examining and recording reports and lists required by law, in attending to correspondence, and other duties.

Ten thousand dollars is needed for the full year, in addition to the \$90,000 estimated for the appropriation "Miscellaneous expenses, Internal-Revenue Service, 1916." Many items of expense will be incurred because of the act of October 22, 1914, such as rubber stamps, telephone and telegraph charges; also for additional rental for collectors' offices. Among these items are \$5,500, fifth New Jersey district; \$500, third Massachusetts district; and \$180, first Missouri district. The expenses payable from this appropriation for the first four months of this fiscal year are in excess of expenses for the same period of last fiscal year in the amount of \$1,957, indicating an increase for this year of nearly \$6,000, exclusive of the additional amounts for rent in the amount of \$6,180.

For the above reasons this service will be in urgent need of all the funds estimated for use during the fiscal year 1916, and I can not urge too strongly upon your committee the urgent necessity of appropriating the amounts requested.

In this connection I am also writing you to-day requesting amendments to the urgent deficiency bill (H. R. 20241) passed by the House of Representatives December 21, 1914, so as to provide sufficient funds for the administration of the act of October 22, 1914, up to the end of the present fiscal year. The reasons that apply for these additional appropriations for the fiscal year 1916 apply with equal emphasis to the balance of the fiscal year 1915.

I shall be pleased to furnish any additional data that may be desired by the committee, either orally or in writing, upon request.

Respectfully,

(Signed) W. G. McADOO, *Secretary*.

Senator OVERMAN. Is there anything else which you wish to call to the attention of the committee?

#### SALARIES, OFFICE OF COMMISSIONER.

Mr. OSBORN. The next item is "Salaries, office of the Commissioner of Internal Revenue for the period from July 1, 1915, to December 31, 1915, inclusive, \$13,380."

Mr. FORBES. That is in the printed document referred to a moment ago.

Mr. OSBORN. That is for the collection of the war revenue.

Senator OVERMAN. Is that for clerks?

Mr. OSBORN. Yes; for the collection of the war revenue.

Senator OVERMAN. That was the item that was in the urgent deficiency bill?

Mr. OSBORN. No. It was not incorporated in the urgent deficiency bill as it was passed by the House.

Senator OVERMAN. And you want now to put it in this bill?

Mr. OSBORN. That will be for the fiscal year 1916, or, rather, for the first six months of that fiscal year. I want to say about this that I do not see how we can get along at all as we are proceeding now, unless we receive details from other divisions. We did not have a dollar to collect this war tax in the Treasury Building, and we have just been detailing people, and we have been distributing the work in the different divisions, and we are very, very much behind on it.

Senator OVERMAN. How have you been using those clerks, by detail?

Mr. OSBORN. Yes, sir.

Senator OVERMAN. Detailed from the Treasury Department?

Mr. OSBORN. From my own office, yes, sir; the office of the Commissioner of Internal Revenue. We have had to put several in the



law division. We used a great many people in the law division and in other divisions on this work. This is what we need: Law division, two clerks of class 4, four clerks of class 2, compensation, annual rate, \$8,400; stamp division, one clerk of class 3, one clerk of class 2, three counters, at \$900, one messenger, at \$840, two laborers, at \$660, compensation, annual rate, \$7,860; division of accounts and statistics, one clerk of class 4, one clerk of class 3.

Senator OVERMAN. Just state the total amount.

Mr. FORBES. \$13,380. That is given in the printed document which has been referred to and in the letter which you have had put in the record.

Senator OVERMAN. Are those men you have detailed men that could be spared?

Mr. OSBORN. No, sir; not at all. They are working all day Sundays, some of them. Some of us are working from 9 o'clock in the morning until 5 o'clock the next morning; and when we had to move the stamp office we had to do it on Sunday. We are a thousand letters behind in one division. Congressmen and Senators are after us because we do not answer their letters. We have not the help necessary to do it. That is just the truth.

Senator OVERMAN. You say they work on Sunday?

Mr. OSBORN. Yes, sir; we work on Sunday. There is a man here now who is going to work to-morrow. I too go to my office every Sunday and stay there until 1 o'clock.

Senator SMOOT. You do not do any differently from what I do in that regard.

Senator OVERMAN. And you say they work at night?

Mr. OSBORN. Yes; I do.

Senator OVERMAN. Not you, but these officers of whom you have been speaking?

Mr. OSBORN. Yes; lots of them work at night.

Mr. FORBES. And we are working under high pressure, too; so that we do not get the best results always.

Mr. OSBORN. If we do not get the Secretary to help us out in some way I do not know what we are going to do. We can not do the work unless we get help from somewhere; that is all there is about it. We simply can not do it. I do not know how we will possibly get along from now until July. We have now absolutely no appropriation for this work.

Senator OVERMAN. For collecting the war tax you had no clerks given to you at all?

Mr. OSBORN. Not a single one; no, sir.

Senator OVERMAN. You are required to do all of this extra work without any additional clerks?

Mr. OSBORN. Not a single one. It is a cruel thing, the way our force is working, as they are now, at night and all the time.

Senator OVERMAN. Is there anything else that you wish to call to the attention of the committee?

Mr. OSBORN. There is one item of \$10,000 to be added to the miscellaneous appropriation of \$90,000. We want to make it \$100,000.

Senator OVERMAN. On what page is that?

Mr. OSBORN. It is in the middle of page 67. We want that increased \$10,000.

Senator SMOOT. You want \$100,000?

Mr. OSBORN. Yes; we want \$100,000. We have to pay \$5,500 rent in Newark, N. J., for the collector's office and \$300 additional making \$10,000 in Boston, and then there are other miscellaneous things that are coming up all the time.

Mr. FORBES. There has been an increase of \$3,500 during the first five months of this year, growing out of—

Senator OVERMAN. This was not estimated for?

Mr. FORBES. We did not know anything about this when we made the estimate of \$90,000. We found we had to move out of the post office in Newark, N. J., and there is \$5,500 rent to be paid there that was not anticipated when we made the estimate for the appropriation. We did not know anything about it.

Mr. OSBORN. On account of the war revenue there are telegrams, rubber stamps, circulars, and other items incident to it that must be provided for.

Mr. FORBES. At the rate of about \$8,000 a year on that account alone.

Senator OVERMAN. Have you anything else to present?

Mr. OSBORN. Nothing else, Senator. I simply wish to repeat and to emphasize that I am in very serious trouble about that work from now until July. That is all. Unless I can find some way to get somebody to help us in the bureau or unless the Secretary can help us in some way, I do not know what we will do. We can not do it without help. It is impossible.

Senator OVERMAN. That is, without those extra clerks?

Mr. OSBORN. Yes. We have not a cent with which to do it. It is one of the biggest pieces of work you ever saw.

Senator OVERMAN. The Senate meets at 12 o'clock and it is now three minutes to 12. Is there anyone else who wishes to be heard?

Mr. MALBURN. There are two or three more here who would like to be heard, Mr. Chairman. May we be heard on Monday?

Senator OVERMAN. Yes; Monday morning at half past 10. All those who desire to be heard and who have not yet been heard by the committee may be here Monday morning at half past 10.

(At 12 o'clock m. the subcommittee adjourned until 10.30 o'clock a. m., Monday, January 11, 1915.)

#### MONDAY, JANUARY 11, 1915.

The subcommittee met at 10.30 a. m.

Present: Senators Overman (chairman), Bryan, Gallinger, and Smoot.

#### TREASURY DEPARTMENT.

William P. Malburn, Assistant Secretary of the Treasury, in charge of Fiscal Bureaus; George E. Downey, Comptroller of the Treasury; W. E. Andrews, Auditor for the Treasury Department; Robert W. Woolley, Auditor for the Interior Department; James L. Wilmeth, Chief Clerk, Treasury Department, and J. W. Kerr, Assistant Surgeon General, Bureau of the Public Health Service, appeared.

**STATEMENT OF GEORGE E. DOWNEY, COMPTROLLER OF THE TREASURY.****LAW BOOKS.**

Senator OVERMAN. I understand you want an appropriation for law books, Mr. Downey. Please tell us about that.

Mr. DOWNEY. I only asked, in order to be modest about the matter, that I should have \$500, with the idea of building up a library gradually with a small appropriation each year. I ought to have three or four thousand dollars' worth of law books, but I prefer to ask it simply as an annual appropriation. My library now, so far as textbooks or books of reference are concerned, is absolutely antiquated. I have not anything. The Senate very kindly added that appropriation for me last year, but it went out in conference. In addition to asking to have it restored this time, I should be very glad if I could say a word that would induce the Senate committee, in conference, to stand for that item. It is not large, so far as the money is concerned, but the need is very great.

Senator GALLINGER. I would suggest that you turn your attention to the conferees on the part of the House and get them to agree to our item. We can not stand very long on an item of \$500 in a conference, you know.

Mr. DOWNEY. I realize that that is entirely true, Senator; but the fact about the matter is that I have been utterly unable to get the Members of the House, it seems to me, to discriminate between the office of the Comptroller of the Treasury or an auditor's office or some other office for which they concluded that they ought not to make an appropriation for law books. That is because of the fact that, unfortunately, there are but few men in Congress—with all due respect to them—who have a conception of the duties of the office of the Comptroller of the Treasury.

I have, in a sense, the biggest law office in the country. There is scarcely a legal question known to the law that may not get into the office of the Comptroller of the Treasury. I have now absolutely no modern textbooks or modern works of reference. I can not get a dollar's worth out of the Treasury appropriation. I am just in the same shape as if you went into a machine shop to get a piece of work done and found the tools of 50 years ago there. My old textbooks are duplicates of those that I have in storage that came out of my father's law office, bought 50 or 75 years ago. It ought not to be necessary to argue to a lawyer the necessity of having tools with which to do his work.

Senator GALLINGER. You really do not have access to modern textbooks?

Mr. DOWNEY. I have not, absolutely. I have many questions coming into my office where there is absolutely not an authority in the building, that I can put my hands on, upon those questions. I have not a modern book of reference.

Since I have been in the comptroller's office I have gotten out of the Treasury appropriation one \$6 textbook. I had returned to me on Friday of last week a requisition I had made for the 1913 compilation of the statutes. I can not get even a compilation of the statutes. I had returned to me a requisition I had made for "Cyc." Those

things are absolutely turned down because the Treasury appropriation can not furnish them. The idea of the office of the comptroller, with the questions it has to handle, being deprived of the tools of its trade seems to me to be a ridiculous proposition.

I hope the Senate committee will put in that item, as I am satisfied it will; but I repeat what I said before, that I should be mighty glad if the Senate conferees would have a little disposition to stand for it in conference, because I have not made any headway on the other side upon this question.

Senator BRYAN. Have you talked to the House conferees?

Mr. DOWNEY. I was before the House committee a year ago, and then they cut out the item. I did not go before the House committee this year. But the matter was estimated for, and they cut it out this year.

Senator BRYAN. Suppose you go to see Mr. Fitzgerald and make plain to him what you have stated to us.

Mr. DOWNEY. I talked to them a year ago in detail with reference to the books. One member of the House committee asked me if I was depreciating the value of Blackstone and the old textbooks. I said certainly not; but I did not have very much occasion to cite Blackstone in deciding modern questions in the office of the comptroller. That is the theory. Nobody depreciates the value of the old standard textbooks, but that is not what we are after in these days, in deciding the questions that we have to wrestle with down there.

Senator GALLINGER. I suppose even Coke would not help you out much. [Laughter.]

Mr. DOWNEY. No; I have it down there. If that is the thing that is wanted, we have it.

Senator OVERMAN. Coke on Littleton?

Mr. DOWNEY. Yes. That does not do us very much good.

That is all there is in the estimates from my office that I am asking. I appreciate your consideration in the matter.

Senator BRYAN. Mr. Malburn, what is it you want us to take up first?

Mr. MALBURN. The first thing is the office of the Auditor for the Treasury Department, page 40, line 10. The auditor is here, and he can tell you about what he wants.

## STATEMENT OF W. E. ANDREWS, AUDITOR FOR THE TREASURY DEPARTMENT.

### ADDITIONAL CHIEF OF DIVISION.

Senator SMOOT. Mr. Andrews, you want three chief clerks, do you not?

Mr. ANDREWS. The estimates were submitted on the basis of three chiefs of division at \$2,000 each, and eight clerks at \$1,000 each.

Senator BRYAN. In line 12 you want to have it read "eight," and in line 10 you want it to read "three" instead of "two"?

Mr. ANDREWS. Yes, sir.

Senator BRYAN. A thousand dollars is involved?

Mr. ANDREWS. Yes, sir. The estimates, as originally submitted, were exactly the same as the year before, but the reasons for the

change in the distribution of the force are these: The low-grade work has been readjusted, and a considerable portion of it dispensed with, for the \$1,000 clerks. The high-grade work coming in now, under the war-revenue act and the income tax requires a larger force in the work of accounting. Up until 1912 we had three chiefs of division and one chief clerk, which made substantially four chiefs of division. The work of the office requires the four chiefs, and it had run in that form from 1894 down to 1912. I ask the restoration of that, so that we will have the four chiefs of division, each with his own responsibility, and that will give me an increase of one clerk in the higher-grade work to take care of the refunds of internal-revenue taxes, which I understand now approximate 20,000 accounts that are in the course of adjustment and will reach my office in the course of a year.

Senator GALLINGER. Are the clerks in your office taken from the civil service?

Mr. ANDREWS. Yes, sir; every one.

Senator GALLINGER. Formerly, I recall, they did not take them from the civil service.

Mr. ANDREWS. I have not any force at all outside of the classified service.

Mr. MALBURN. The next is the auditor for the Interior Department. The auditor is here and he can present his claims to you. You will find his items on page 41, line 9.

## **STATEMENT OF ROBERT W. WOOLLEY, AUDITOR FOR THE INTERIOR DEPARTMENT.**

### **ADDITIONAL CLERKS.**

Mr. WOOLLEY. We have asked for an increase of statutory positions because the work of the office in the past year has been thrown frightfully behind by reason of the pension account. You see, prior to February 1, 1913, the pension account was paid by pension agents all over the country. There were 18 of them. Under the new act, when one disbursing agent here in Washington began sending out the checks, and the old voucher was done away with, chaos was produced in the office of the Treasurer of the United States and great delay was experienced in my office. Some of these checks we got five months after we should have received them. Others we did not get until seven months afterwards. That produced a bad situation. All vouchers no longer came in within a certain number of days after the close of a given month. Instead, we had a check which was both a check and a voucher. We found at first that as many as 45 per cent of these checks would be outstanding at the close of a month and the job of keeping track of them was a big one. It produced a brand-new situation, and we had no precedent to guide us, until we had settled one account, which took many months. We did not know how many clerks would be required to handle it.

With the permission of the Secretary of the Treasury we got clerks and supplies from other bureaus, and installed the key punch and tabulating machines in order to handle this work; in order to do the accompanying work, other than that of key punching and tabulating, we had to draw on other sections and divisions of the office for clerks. In other words, I had to starve the rest of the office in order



to find out where we stood on this account to handle it. We found that, with every one doing his best, it required a good many more clerks than we had anticipated. The consequence is that the other work of the office has fallen behind materially. In the Indian division we are about eight months behind, and on the reclamation work and the miscellaneous accounts of the office we are from four to six months behind. There is only one account on which we are current, that is the land account.

Senator SMOOT. When you get a leasing system in operation you will be about 10 years behind, or else we will have to give you about a hundred more clerks.

Mr. WOOLLEY. Possibly. There had been a constant cutting down of the force of the office last year and in the two or three years just prior to my incumbency. I am glad to say that the efficiency per clerk increased about 12 per cent in the fiscal year 1914. It is one of the few Government bureaus, I think, in which work reports are kept. We can tell at the end of each 10 days or at the end of every 30 days just what each clerk has done, yet in spite of this increased efficiency per clerk the work is far behind because of the steadily increasing volume of it.

Senator GALLINGER. They are doing honest work, then?

Mr. WOOLLEY. Oh, yes; they are competing. I will not say, of course, that they were not doing honest work before.

Senator SMOOT. How much of that 12 per cent increase in efficiency was taken to pay the expense of ascertaining it?

Mr. WOOLLEY. None.

Senator BRYAN. You asked for 12 additional clerks and the House gave you 9?

Mr. WOOLLEY. I will say there, Senator—and Assistant Secretary Malburn will tell you—that I asked for a good many more than that and the Secretary of the Treasury cut my estimates before they ever came up here.

Senator BRYAN. I am speaking, though, of what the department asked for. They asked for 12 and the House gave you 9?

Mr. WOOLLEY. Yes.

Senator BRYAN. You asked for the clerks of the higher grades and they gave you the clerks of the lower grades?

Mr. WOOLLEY. Yes, but that is just what I am getting at. We need accountants. The ordinary clerk is not of very much value on Indian, reclamation, and land accounts. Several years' training is required. They are the most difficult accounts, I suppose, in the Government. We need higher grade clerks, who have had the necessary experience to do that work.

Senator BRYAN. Of the higher grade clerks you wanted 14, for example, and they gave you 13. You wanted a raise of two, and they gave you a raise of one. Of class four you wanted 16, which would have been a raise of two, and they gave you 15, which was a raise of one. Of class one, I assume, they gave you all you asked for, because they raised the number from 19 to 22. Then of the thousand-dollar clerks, you asked for 10, and they gave you 12, which was intended to give you the number, but probably not of the same grade; so that is the point.

Mr. WOOLLEY. The point is that I got three less clerks than I asked for, and those denied me are of the higher-grade. My esti-



mates were cut so deeply by the Secretary of the Treasury that I need every clerk I ask for, and more.

Senator SMOOT. You want one extra of class three, and two extra of class two, and two less of the \$1,000 class.

Mr. WOOLLEY. No; I have been granted three less clerks in the total by the House.

Senator GALLINGER. Does the salary of a clerk necessarily or usually determine his value? May you not get a \$1,000 clerk who will be more valuable than a \$1,400 clerk?

Mr. WOOLLEY. Senator, I will answer that only for my own office. A year ago last November, six months after I came into office, I found that the value and the amount of work done in the office was in no wise proportionate to the salaries paid.

Senator GALLINGER. That is what I supposed.

Mr. WOOLLEY. So I had a readjustment. I reduced salaries of clerks from two to four, and even to \$600, each, down to the point where I thought they would deliver the goods; and to the people who were doing the work I gave the money.

Senator GALLINGER. That is good judgment.

Mr. WOOLLEY. The records will show that, and I know there is not a clerk in my office now whose salary is much out of proportion to the work he does.

Senator GALLINGER. It largely depends upon the stuff that is in the clerk as to the work he does.

Mr. WOOLLEY. Yes, sir. When I went in I announced that the horse that pulled the load was the horse that would get the oats.

One thing I am greatly interested in here is the lump-sum pension appropriation.

Senator GALLINGER. When those pension offices were closed, we had a long discussion on the subject. Some of us took the ground that it would not be a matter of economy to do it, but we were assured that the machinery here was entirely sufficient to handle all the work that was being done in the offices in the several States.

Senator BRYAN. The Commissioner of Pensions in every report speaks of having saved \$200,000 a year in that way.

Senator GALLINGER. Some of us did not believe it, and of course what we suggested is being verified now.

Mr. WOOLLEY. I want to say, though, that I think I can help you out a little there with an explanation.

A year and a half ago, I demanded, and the Commissioner of Pensions agreed, that a change be made in the method of giving an administrative examination of the pensions account. This made it possible to effect a saving of over \$100,000 annually in the Bureau of Pensions—that is, in handling the disbursing account. This year I suggested to Mr. Brown, Mr. Wood, and Mr. Wilmot, of the efficiency division of the Civil Service Commission, that they call on the Commissioner of Pensions with a view to going over the work of his office, and I think a further saving of \$150,000 a year could be made. Mr. Brown came to me and said: "You are right, we are now working on a scheme which will need the cooperation of your office, and with that cooperation we can effect another saving of \$150,000 a year in handling this account."

Senator GALLINGER. Yes, but the work is lessening all the time.

Mr. WOOLLEY. But this is irrespective of the lessening of the work of the office. This is simply an economy in the handling of that disbursing account.

It will take a year, however, to put it into effect, provided no unforeseen difficulties appear. For instance, we would have to borrow groups of clerks from time to time from the Pension Bureau and put them to work in my bureau on the restoration of a card-index which was discontinued on February 1, 1913, on recommendation of a committee of the Treasury Department which went through the office. It is in order to bring the pension work absolutely current in my office and thereby be prepared to cooperate, that I ask this increase in the lump-sum appropriation.

Senator GALLINGER. In other words, the committee of the Treasury Department abolished the system you now want to reinstate? Is that it?

Mr. WOOLLEY. Yes, sir; the committee did. That was an error of judgment. If that is done, I think we can also gradually do away with these mechanical devices which we have put in. Of course, we will lose no money on those mechanical devices, because the arrangement under which we purchased them is such that we may turn them in for practically what we paid for them. It is in order to effect this tremendous saving in the other office, and really to get a better audit, that I ask this increase in the lump-sum appropriation.

I should like to make just one more statement, and then I shall be through.

The House disallowed my lump-sum estimates, and restored the appropriation as it appears in the bill for the fiscal year 1915. I went to see Mr. Johnson about it. I heard, through a clerk in my office, that his committee had acted on misinformation. He said that he had heard from Mr. Brown, Chief of the Efficiency Division of the Civil Service Commission, that I did not need those clerks. I was very much astonished, and confess that I got a little angry. The result was that Mr. Brown came to my office on Saturday last, and I found that he labored under a grave misapprehension of the facts. He has gone to Mr. Johnson this morning to correct the false impression he labors under and to say that he believes the appropriation should not have been cut. He so telephoned me an hour ago. I should like to say in closing that last year, in spite of this increase of about 12 per cent in the efficiency per clerk, we were able to settle only about 44 per cent of the business on hand, and that on June 30, 1914, we had on hand \$185,000,000 in accounts and claims outstanding three months or more. Only \$144,000,000 had been settled during that year. Also that whereas operatives engaged on key-punch and tabulating work in other bureaus earn from \$600 to \$1,200 per annum, in my office the top salary is \$900. Thank you very much.

Mr. MALBURN. Mr. Wilmeth, the Chief Clerk of the Treasury Department, is here, and he would like to add a little to what he said on Saturday. On page 54, between lines 3 and 4, there is an item of \$1,000 for shelving which was estimated for, but which does not appear in this book to have been included among the omitted items. He would like to tell you why that is.

**STATEMENT OF JAMES L. WILMETH, CHIEF CLERK  
TREASURY DEPARTMENT.**

**SHELVING.**

Mr. WILMETH. The appropriation for shelving for the Treasury Department has been \$500 for several years. The main reason why we asked for an increase was because we had moved the auditors to the auditors' building, and we are being pushed to provide shelf room for them. The House saw fit to eliminate the entire item. I want to plead for the restoration, at least, of the \$500, because I do not know what we would do for shelving if this item were left out entirely.

Senator SMOOT. Was it estimated for?

Mr. WILMETH. Yes, sir; it was estimated at \$1,000. It has been \$500 for several years. The shelving for the entire department—coarse, rough shelving—is bought from this appropriation. Unless we get it we shall be unable to supply the auditors with any shelving. It is estimated at a thousand dollars, but it has been \$500, as stated, for some years. It is an old appropriation, of long standing, and we can not well get along without it, gentlemen.

**STATEMENT OF WILLIAM P. MALBURN, ASSISTANT  
SECRETARY OF THE TREASURY, IN CHARGE OF FISCAL  
BUREAUS.**

**MINTS AND ASSAY OFFICES.**

Mr. MALBURN. The next item is under the office of the Director of the Mint, on page 50, at the top of the page, in the second line. The estimate for freight on bullion and coin, by registered mail or otherwise, between mints and assay offices, was \$30,000, and the amount appropriated in the House bill is \$20,000. This money is used for the purpose of paying for the transportation of bullion which is received at the assay offices and transported to the mints for refining and coinage, and also some charges on coin; as, for instance, where it is shipped from San Francisco to Seattle for payment of bullion. For the current year we had \$20,000. Up to the first of the year more than \$12,500 of that has been used, leaving only \$7,500 for the balance of the year. Some shipments between Philadelphia to New York have been held up, and have not been made, for that reason. I think the year before last it was \$30,000, and I understand it was reduced to \$20,000 last year with the idea that a number of the assay offices were not going to be continued.

Senator SMOOT. No; the \$30,000 appropriation, as I remember, was made because of an immense amount of gold that was at Denver and was to be shipped East for that particular year. I thought it was last year, but it was year before.

Mr. MALBURN. It was \$20,000 for 1915; \$10,000 for 1914, which was clearly insufficient and required many shipments to be held up, and \$25,000 in 1913.

Senator SMOOT. Year before last; and the reason of it was as I have stated.

Mr. MALBURN. There was no increase, I am informed, on account of increased shipments from Denver. The expense of shipments from the Denver Mint would be in the sundry civil bill. At any rate, there has been over \$12,500 of this appropriation already expended, leaving less than \$7,500. If sufficient funds are not appropriated to run us through the year we shall either have to ask the depositors, if they desire to have their bullion transported, to pay the charges themselves, or else we shall have to hold it over until we do get enough money to pay the transportation charges. We shall have to have it stored, and, of course, there is more or less danger in storing it, as well as the unsatisfactory delay. There are, as I said before, certain shipments which have not been made for the reason that this money has not been available for the purpose, and we feel that the \$20,000 is not sufficient.

Senator SMOOT. Have you the figures with you showing the amount that was coined at the San Francisco Mint and the Denver Mint this year?

Mr. MALBURN. No; I have not them here now. I can give them to you if you would like to have them sent up.

TREASURY DEPARTMENT,  
Washington, January 11, 1915.

Hon. LEE S. OVERMAN,

*Acting Chairman Senate Appropriations Committee, United States Senate.*

Sir: In accordance with the request of the committee at to-day's hearings, I have the honor to transmit herewith a statement of the total coinage of the San Francisco and Denver mints for the calendar years 1912, 1913, and 1914.

Respectfully, yours,

WM. P. MALBURN,  
*Assistant Secretary.*

*Coinage calendar years.*

MINT AT SAN FRANCISCO.

Denominations.	1912		1913		1914	
	Pieces.	Value.	Pieces.	Value.	Pieces.	Value.
Double eagles.....			34,000	\$680,000	1,498,000	\$29,960,000
Eagles.....	300,000	\$3,000,000	66,000	660,000	208,000	2,080,000
Half eagles.....	392,000	1,960,000	408,000	2,040,000	263,000	1,315,000
Quarter eagles.....						
Total gold.....	692,000	4,960,000	508,000	3,380,000	1,969,000	33,355,000
Half dollars.....	1,370,000	685,000	604,000	302,000	992,000	496,000
Quarter dollars.....	708,000	177,000	40,000	10,000	284,000	66,000
Dimes.....	3,420,000	342,000	510,000	51,000	2,100,000	210,000
Total silver.....	5,498,000	1,204,000	1,154,000	363,000	3,356,000	772,000
Five cents.....	238,000	11,900	3,314,000	165,700	3,470,000	173,500
One cent.....	4,431,000	44,310	6,101,000	61,010	4,137,000	41,370
Total minor.....	4,669,000	56,210	9,415,000	226,710	7,607,000	214,870
Total coinage.....	10,859,000	6,220,210	11,077,000	3,969,710	12,932,000	34,341,870
Philippine coinage:						
Pesos.....	680,000					
20 centavos.....	750,000		948,565		795,000	
10 centavos.....	1,010,000		1,360,693		1,180,000	
1 centavo.....	3,001,000		5,000,000		5,000,500	
Total Philippine.....	5,441,000		7,309,258		6,975,500	

*Coinage calendar years—Continued.*

## MINT AT DENVER.

Denominations.	1912		1913		1914	
	Pieces.	Value.	Pieces.	Value.	Pieces.	Value.
Double eagles.....			393,500	\$7,870,000	453,000	\$9,060,000
Eagles.....					343,500	3,435,000
Half eagles.....					247,000	1,235,000
Quarter eagles.....					448,000	1,120,000
Total gold.....			393,500	7,870,000	1,491,500	14,850,000
Half dollars.....	2,300,800	\$1,150,400	534,000	267,000		
Quarter dollars.....			1,450,800	362,700	3,046,000	761,500
Dimes.....	11,760,000	1,176,000			11,908,000	1,190,800
Total silver.....	14,060,800	2,326,400	1,984,800	629,700	14,954,000	1,952,300
5 cents.....	8,474,000	423,700	9,493,000	474,650	3,912,000	195,600
1 cent.....	10,411,000	104,110	15,804,000	158,040	1,193,000	11,930
Total minor.....	18,885,000	527,810	25,297,000	632,690	5,105,000	207,530
Total coinage.....	32,945,800	2,854,210	27,675,300	9,132,390	21,550,500	17,009,830

Senator SMOOT. I wish you would compare that amount with the amount for the last two years—that is, two years ago, a year ago, and this year.

Mr. MALBURN. The next is the subject of the appropriations for the mints and assay offices. That is on page 61. There have been a number of reductions there from the estimates. The estimates which we have prepared have been in each case, I think, so far as the assay offices are concerned, the same as the appropriations that were made last year.

Senator SMOOT. And last year they were cut to the very bone.

Mr. MALBURN. Last year they were cut to the very bone. I think our estimates this year were the same as the estimates of last year, and the House gave us the same as the appropriations, except in some cases where the House has cut down the appropriations. For instance in the case of the Salt Lake City assay office the House cut that down.

Senator SMOOT. They might just as well abolish the office as to appropriate for it in this way.

Mr. MALBURN. That is what I was going to say. If they do not want these offices to run at all they had better abolish them than to run them in the method they have been doing. Our estimates cover the expense of running these assay offices for the full year. As Senator Smoot has suggested, either the assay offices should be closed or sufficient appropriations should be made to run them continuously.

Senator OVERMAN. All of them or some of them?

Senator SMOOT. Some of them are appropriated for the same as they were last year.

Senator OVERMAN. Take New Orleans, for example.

Mr. MALBURN. All of them, I think—not only the Salt Lake office, but all of them—should be either abolished, or the appropriation made sufficient to run them for the current year.

Senator OVERMAN. Take the one in Louisiana: it does not have much business, does it? I think some of them ought to be abolished. I agreed that mine should be abolished.



Mr. MALBURN. That is a mint. The only change they made in the mint was a provision that the assayer in charge should be a practical assayer, which was omitted, and they reduced the contingent appropriation from \$3,000 to \$1,500.

Senator GALLINGER. They have cut the wages all along the line, virtually.

Mr. MALBURN. In this way of running it there is also a deterioration in the equipment, through not having the means to keep up the assay office the whole year round. I have been over to the New York office personally, and I know that they are having a great deal of trouble in keeping up with their work at all. They have always had a rule in the assay offices and the mints that nobody should have access to the vaults in which the bullion and coin is stored without being accompanied by somebody else. I do not know whether that is a wise rule or a foolish rule; but, at any rate, they have had to depart from it lately, because they have not been able to spare the force. One man has had to do alone a good deal of the work of going into the different vaults. The appropriation in the bill for New York last year was \$80,000, and they have given us just the same for New York as we had last year. They have cut down San Francisco from \$122,500 to \$120,000.

Senator SMOOT. That was on account of a change that was made by the transfer from San Francisco to Denver, was it not?

Mr. MALBURN. I do not know of any such change.

Senator SMOOT. Yes; I think there was a transfer of two clerks. That is as I remember it. I think, if you will look up the records, you will find that that is the reason for that decrease, on account of the transfers.

Mr. MALBURN. I do not know of such transfers. They have cut down Denver \$2,000, too—from ninety-four to ninety-two thousand dollars.

Senator SMOOT. Yes; but Denver was raised considerably before, on account of the immense amount of work they had on hand at that particular time. I think you will find upon investigation that those items are all right.

Mr. MALBURN. It is the cut last year that you are speaking of, Senator.

Senator BRYAN. It was raised so far as Denver was concerned.

Senator SMOOT. Denver was raised last year, and San Francisco was cut down.

Mr. MALBURN. Yes; but this year they have cut down San Francisco again, and Denver again.

Senator BRYAN. No; San Francisco is the same as last year, and Denver is the same.

Mr. MALBURN. At San Francisco they have cut wages from \$122,500 down to \$120,000, and at Denver they have cut wages from \$94,000 to \$92,000.

Senator BRYAN. Yes; that is right.

Senator GALLINGER. They have cut the wages all along the line. That is singular.

Senator OVERMAN. That is what they did.

Mr. MALBURN. In some of these instances they have made the appropriation the same as it was last year, although it was smaller than the estimate last year, and on account of cutting down the wages in



these different places they have not been able to do any business there part of the year, because we have necessarily had to keep our expenditures within the appropriations. That was the reason for the suggestion I made, that if it was not advisable to keep them open the whole year round it seems to me it would be better to abolish them entirely.

Senator OVERMAN. What else is there, Mr. Malburn?

Mr. MALBURN. Seattle has also been cut down from \$17,000, which it was last year, to \$15,000. That is another item to which I wish to call your attention.

The next is the Surgeon General's Office.

Senator OVERMAN. What page?

Mr. MALBURN. Page 50, line 14. Dr. Kerr, of the Surgeon General's Office, is here, and he can make that statement to you. You will find the item on page 50, line 13, Public Health Service.

### **STATEMENT OF DR. JOHN W. KERR, ASSISTANT SURGEON GENERAL, UNITED STATES PUBLIC HEALTH SERVICE.**

#### **ADDITIONAL CLERKS.**

Senator OVERMAN. We shall be glad to hear you, sir.

Dr. KERR. Mr. Chairman, I have been designated by the department to explain a little more in detail what has been set forth by the Secretary in his letter of December 22, 1914.

The estimates submitted to Congress for clerical service in the Public Health Service included an increase of \$9,200. The House committee allowed one clerk of class four at \$1,800, one clerk of class three at \$1,600, and one clerk of class two at \$1,400. They saw fit to disallow one statistician at \$1,800, one clerk of class two at \$1,400, and one clerk of class one at \$1,200.

Senator OVERMAN. Right there I see you want an assistant editor. Do you have an editor and then an assistant editor?

Dr. KERR. The chief of the division acts as editor. He is a medical officer, and has general supervision of the Division of Sanitary Reports and Statistics, and the technical work in connection with the publications of that division is handled by the assistant editor, who is now employed.

Senator OVERMAN. Is that office absolutely necessary?

Dr. KERR. Yes, sir. We issue once a week what is practically a public health bulletin of from 50 to 100 pages, which has a great deal of technical matter in it.

Senator GALLINGER. How large an edition of those do you print?

Dr. KERR. We now run about 11,000, Senator. The demand is very much greater than it used to be.

Senator GALLINGER. Have you a mailing list of those, or how are they distributed?

Dr. KERR. We have a mailing list. They are sent to health officers throughout the country, to sanitariums, to Members of Congress, and to the officers of our service.

Senator SMOOT. Then you have special reports, besides?

Dr. KERR. Yes, sir. We issue a great many others at irregular intervals, but these Public Health Reports must come out Friday morning.

Senator OVERMAN. This one that you have handed us says "Public Health Reports." That does not come from the Public Health Service?

Dr. KERR. Yes, sir; they are issued regularly by the Public Health Service.

Senator OVERMAN. This comes under the Surgeon General's office.

Dr. KERR. The Surgeon General of the Public Health Service.

Senator SMOOT. That is Surgeon General Blue's bureau.

#### STATISTICIAN.

Dr. KERR. The statistician mentioned in the estimates, gentlemen, is for this Division of Sanitary Reports and Statistics.

Senator SMOOT. Who has done that work in the past?

Dr. KERR. It has not been done as it should be. The reason for that is that this division has to do primarily with the collection of morbidity reports, and in 1911 the conference of State and Territorial health officers with the Public Health Service approved a model bill for collecting morbidity reports. Parts of that bill have been adopted by the States as regulations. The bill is now before the legislatures of some of the States for adoption and it is hoped that its provisions will be adopted, either by law or by regulation, in all the States in the same way as the model bill for the collection of birth and death reports.

Senator OVERMAN. You get up statistics of occupations, do you not?

Dr. KERR. Yes, sir; we collect in small measure those statistics; and the model bill that I refer to includes, among diseases that should be reported, practically all the occupational diseases.

Senator OVERMAN. Why is it that the bureaus of statistics of other departments, such as the Department of Labor, report accidents and occupational diseases? Is there any need for duplication in this work?

Dr. KERR. In my opinion the collection of morbidity reports and the study of occupational diseases should be done by the Public Health Service. I think the Public Health Service should cooperate with other agencies of the Government in so far as possible, and that is being done, for instance, with the Bureau of Mines and the Department of Agriculture and the Bureau of Immigration. I think that principle should be adopted throughout the Government, because it is of advantage that all of these studies should be made by one organization for the others. Take the matter of industrial hygiene or rural hygiene or school hygiene——

Senator OVERMAN. Why could you not do it all and save this expense?

Dr. KERR. We ought to do it all, and I think we are doing practically all of it.

Senator SMOOT. The other day the head of one of the bureaus in the Department of Labor criticized the Public Health Service for collecting statistics in regard to vocational diseases, and stated that nobody in the Public Health Service knew anything about it; that they could not make a report if they wanted to; that they undertook

to do it, and it was simply a failure, and that the only money that should be appropriated was for that bureau to handle the matter.

Dr. KERR. I can not agree with that statement.

Senator SMOOT. I did not say I agreed with it.

Dr. KERR. I could not agree with it because we have 12 officers engaged in the study of industrial diseases, and there is abundant authority in law for the Public Health Service not only to collect statistics of vocational diseases, but to make studies of industrial sanitation.

Senator OVERMAN. I am not talking about the law, but the question is whether you can do it yourselves. Would it not be better for you to do it or to let your bureau do it?

Dr. KERR. I think our bureau should do it.

Senator OVERMAN. How is it as to the collection of statistics as to mines? Is there duplication of work there?

Dr. KERR. Duplication is there avoided because we have two officers now detailed to cooperate with the Bureau of Mines, one in the Rocky Mountain district, devoting his time to studies of tuberculosis in relation to the metal-mining industry, and another in the Pittsburgh district studying vocational diseases in relation to the metallurgical industries in that region.

Senator OVERMAN. Instead of cooperating with them and having their forces do the same thing, could you not do it all?

Dr. KERR. It is really carrying out our work side by side with them.

Senator SMOOT. I think the Public Health Service is doing all that work with the exception of that which is done in the Department of Labor, and that is all a late undertaking. There is a bill now on the calendar, you remember, Senator, broadly authorizing them to go into this business on an immense scale. I have objected to the passage of it and shall do so again when it comes up.

Senator OVERMAN. How about the child-labor statistics? Do you not conflict there? I think we have given the Bureau of Labor a good deal of money, and they have collected statistics and made reports on that subject from the child-labor bureau. You remember that, Senator?

Senator SMOOT. Yes. In fact, the headings were exactly the same, and the purposes sought, as explained by the head of that bureau, were exactly the same as what we understand to be the purpose of the Public Health Service. There is a duplication of work there, without a doubt.

Dr. KERR. There might be some apparent duplication of publications within the recent past. For instance, The Care of the Baby, a very popular and very valuable bulletin, was prepared by a committee of specialists throughout the country, a member of this committee being an officer of our service. That was published by our service, because the Interior Department at that time declined to publish it. I think that duplication with the Children's Bureau is being avoided, because since that bureau has been created we have rather stopped new work along that particular line.

But the statistician to whom reference is made in the Book of Estimates was intended for the purpose of furthering the collection and analysis of morbidity reports, including vocational diseases and the presentation of these data so that they will be of use to health officers throughout the country. Take smallpox, for instance. We

collect daily reports of smallpox, by telegraph or letter, from all over the country, and these are published every Friday—just the number of cases in different districts.

Senator OVERMAN. How many copies of these bulletins do you publish?

Dr. KERR. Of this weekly bulletin, about 11,000.

Senator OVERMAN. You issue this. Do you issue any others?

Dr. KERR. Yes; that is published yearly.

Dr. KERR. Yes. That is published weekly. The others are published at irregular intervals.

Senator OVERMAN. This one which I have here is on cholera and typhoid fever and smallpox. How many other kinds of bulletins do you issue?

Dr. KERR. We have hygienic laboratory bulletins which contain reports of scientific investigations, 10 of which are authorized to be issued annually. Then we have public health bulletins, which is a series of technical reports such as investigations of the pollution of streams and—

Senator OVERMAN. Several hundred thousand dollars have been appropriated for the investigation of the pollution of streams up on the line between Canada and the United States. Do you have anything to do with that?

Dr. KERR. One of our officers was sanitary adviser to the International Joint Commission, and one of our engineers is now the adviser to that commission which has relieved the commission of the necessity of getting an officer from outside.

Senator OVERMAN. Does the commission pay him extra?

Dr. KERR. The commission pays the expense. This officer is given leave of absence without pay, or detailed without pay for that purpose.

Senator OVERMAN. He gets no salary?

Dr. KERR. He gets no salary from us while on that duty.

Senator SMOOT. Under what law could you detail an officer from your service to any other work?

Dr. KERR. Well, Senator, we have, as I understand from a decision of the comptroller, authority for one department in the Government to detail an officer to another department for duty, provided the salary is paid by the department of which the officer is a member.

Senator OVERMAN. What becomes of the appropriation made for him?

Dr. KERR. It is not used.

Senator OVERMAN. It is covered back into the Treasury?

Dr. KERR. It is covered back into the Treasury.

Senator OVERMAN. Have you covered any money back into the Treasury in the last fiscal year?

Dr. KERR. Yes. The position of those officers is a statutory position, and the money, when it is not used for the payment of that particular salary, reverts to the Treasury.

Senator OVERMAN. You do not put anybody else in his place?

Dr. KERR. No, sir; we can not do that.

Senator OVERMAN. Have you anything else to state to the committee?

Dr. KERR. I should just like to mention the need for the two additional clerks. In all there are three clerks, at a total cost of

\$4,400. The estimate as made was considered a conservative one. In making up our estimates we have tried to represent to Congress the need of the country, the most reasonable need of the country in public health work, and we feel that in order to meet this need these clerks should be granted.

Senator OVERMAN. What is the entire cost of the Public Health Service of the United States?

Dr. KERR. The entire cost of the Public Health Service including the relief work is approximately a little less than \$3,000,000.

Senator GALLINGER. Doctor, do you have joint meetings, now with the representatives of the State boards of health?

Dr. KERR. The Surgeon General is obliged, under the law, to call an annual conference. We have other conferences, also, and those conferences have been most helpful, and have shown us the way to be most helpful to the States.

Senator GALLINGER. That is a matter that I was very warmly in favor of, and I did not know whether it was being carried out now as was intended. I presume it is.

Dr. KERR. Yes.

The clerk of class 2 is needed in the Interstate Sanitary Division. That is the division that works with the State and local authorities, cooperates with them, and this clerk's services are needed to handle the growing business in the division on this account.

The clerk of class 1, \$1,200, is required in the miscellaneous division, which has the distribution of bulletins, that is, the handling of all correspondence and matters in respect to the distribution of bulletins. Of course the bulletins are distributed by the Government Printing Office, but the number of bulletins this year over last has increased a million, approximately. Last year we distributed 500,000. This year the number is a million and a half. Our editions are very small, and we are obliged to conserve them. A certain number of our editions are sent out only on request, on letter applications. We get a very large number of letters in this division asking for bulletins, and some of them, on account of emergency, must be sent out in the next mail.

Senator GALLINGER. What system of supervision have you of these bulletins? They are written by members of the Public Health Service?

Mr. KERR. Yes.

Senator GALLINGER. Are they looked over by some committee or by the Surgeon General or somebody else?

Dr. KERR. The need for these bulletins is determined in the division which handles that particular line of work. For instance, take the division of scientific research, of which I have charge: I may think of a series of bulletins that ought to be issued, either of a popular character, or made the subject of a scientific —

Senator GALLINGER. My point is this: When a bulletin is written and prepared for publication, do you look it over?

Dr. KERR. Yes. All bulletins issued by the Public Health Service except the Public Health Reports, are edited in my division. If there is any technical point as to policy or scientific fact, that must be settled by conference with the Surgeon General. Sometimes a bulletin is referred to the bureau's sanitary board, consisting of four officers in the bureau delegated to handle such matters.



Senator OVERMAN. Right there: Have you any clerks detailed in your department from one division to another?

Dr. KERR. We sometimes have to do that. For instance, during Christmas week, my stenographer had to be detailed to the division of personnel and accounts, in order to allow leave of absence.

Senator OVERMAN. You have but one stenographer?

Dr. KERR. I have two stenographers, one male stenographer and one female stenographer; and the male stenographer was transferred for that week in order to allow leave of absence.

Senator OVERMAN. Was there any regular detail, for six months or a year, in the department, from one division to another?

Dr. KERR. From other bureaus of the department?

Senator OVERMAN. Yes.

Dr. KERR. Not that I know of, Senator.

Senator OVERMAN. You are not the chief clerk and you do not know?

Dr. KERR. No, sir.

There is a real need for revising our system of sending out publications. I have felt, and the Surgeon General has felt, that it would be a good idea to make a brief abstract of each publication perhaps 50 or 100 or 200 words, and issue it on a return post card, and having a mailing list for the postal cards of, say, 50,000 or 100,000 or 200,000 names, and let that be the only mailing list we would keep. Then, if people wanted our bulletins, they would have to write and ask for them.

Senator OVERMAN. Is that all you have to present?

Dr. KERR. That is all.

Senator OVERMAN. Whom shall we hear next?

#### PRINTING AND STATIONERY DIVISION.

Mr. MALBURN. There is just one little matter that I would like to speak about for a minute or two; that is on page 38, line 11. Three laborers were estimated for in the Division of Printing and Stationery and only two were granted. That additional laborer is needed on account of increased work in the packing and shipping rooms, where blank books and forms and articles of stationery are packed and shipped to the outside services of the department. The packing and shipping section of the Printing and Stationery Division has not had help enough for several years.

Senator OVERMAN. Is that for the whole department?

Mr. MALBURN. Yes. They have not had sufficient help for several years, and have had to work overtime and get along without leaves of absence. For instance, envelope orders have increased from 1,098 in 1912 to 1,297 in 1913 and 1,575 in 1914. Stationery orders have increased from 970 in 1912 to 1,146 in 1913 and 1,337 in 1914—an increase of about 50 per cent in each case. This year there has been a particularly large increase owing to new legislative acts requiring additional supplies for customs officers, internal-revenue officers, and officers of the Public Health Service. They are getting behind very much in their requisitions, and I would like to urge that additional laborer if we can possibly get him.

Senator OVERMAN. Is there anything else that you have to present?

Mr. MALBURN. That is all we have.



**BUREAU OF EFFICIENCY, PROPOSED ESTABLISHMENT OF.**

**STATEMENT OF HERBERT D. BROWN, CHIEF OF DIVISION OF EFFICIENCY, CIVIL SERVICE COMMISSION.**

Senator OVERMAN. What position do you occupy, Mr. Brown?

Mr. BROWN. I am Chief of the Division of Efficiency of the Civil Service Commission.

Senator OVERMAN. Proceed. We shall be glad to hear you.

Mr. BROWN. The Division of Efficiency is required by law to establish a system of efficiency ratings in the several executive departments. It is also operating under a provision which requires it to report to the President on the needs of the service with respect to personnel.

When this administration started the Postmaster General asked us to begin our work in the Post Office Department, and we did so. In the first division that we went into we undertook to establish a system of efficiency ratings, but we found, before the system could be established effectively, that it was necessary to make some changes in the methods of doing the work. We found that a number of improvements could be made. So, after talking with the Postmaster General, we decided that we would make such recommendations in regard to doing the business of the office, and estimates were submitted at the following session of Congress reducing the cost of handling the work in that office by \$38,000.

In all the offices we have entered since then we have found the first thing we could do to advantage was to make suggestions with regard to handling the business of the office, and then later take up the question of efficiency ratings.

We are now working on a system of efficiency ratings for the whole Post Office Department. We have just finished our first rating: that is to say, we have just completed our cards.

Senator BRYAN. Are you the man who wrote the pamphlet on the retirement plan that Senator Cummins had published?

Mr. BROWN. Yes.

Senator BRYAN. You wrote that?

Mr. BROWN. Yes.

Senator BRYAN. I have read it. It is a very fine book.

Senator OVERMAN. There is one thing I want to take up with you right here. There is some talk about having the Appropriations Committee look into the question of the duplication of work in all the departments. You know, as well as we do, that there is a great deal of duplication.

Mr. BROWN. I do. I realize that all the time.

Senator OVERMAN. Can you not take up that subject and make a report to us?

Mr. BROWN. I shall be very glad to do that, Senator. We want to serve the committees on appropriations to the best of our ability.

Senator OVERMAN. Could you take that up during the summer and make a report to us of the character of the duplication and what can be cut out?

Mr. BROWN. We could, and we shall be glad to do that, Senator.

Senator OVERMAN. Can you do that without any legislation?

**Mr. BROWN.** The two provisions under which we are working, Senator, I think would authorize us to do that. We are required to report on the needs of the service with respect to personnel. To work under that provision logically we must find out whether the work done is needed, and whether it is well done, whether it is done in the right way. For instance, to make a concrete illustration: Suppose the work of an office is very badly arranged, and it takes 100 clerks to do it. We would not be carrying out the spirit of the law by saying that it took 100 clerks to do the work. We would have to say that if the work were done in the right way it would only take 50 clerks. So we have regarded it as our duty to consider the methods of doing the work and the necessity for doing the work, instead of merely the number of persons required to do the work as it was then being done.

**Senator OVERMAN.** Will you do what I have suggested, then?

**Mr. BROWN.** Yes, Senator; we shall be very glad to do that, with the approval of the Civil Service Commission.

**Senator OVERMAN.** I suggest that the committee request Mr. Brown to do that work, gentlemen.

**Senator SMOOT.** Mr. Brown, if you doubt whether you have authority to do that, or if there is any question of doubt about it at all, I would rather have a resolution of the Senate directing it. I think, however, under the wording of the law you have that authority, and, if you will do it, I think the instruction of the committee would be sufficient. If for no other purpose, do it for the information of the committee and let the committee act on it.

**Mr. BROWN.** I should like very much, if you are willing, to bring to your attention some of the difficulties that we have encountered in getting results.

In the first place our work can only be done effectively by bringing into it an earnest spirit of cooperation and avoiding criticism. We must get the cooperation of the departments and make them feel that they are perfectly safe in unbosoming themselves to us. If we go into a department and undertake to find out what they are doing, and then satisfy ourselves by writing a critical report and let it drop there, it will result in nothing but hostility.

**Senator OVERMAN.** You are opposed to publicity?

**Mr. BROWN.** We are very much opposed to publicity.

In the second place, our appropriation for equipment and supplies is given us through the Interior Department. We have great difficulty in buying things to test out our plans. The difference between the ordinary method of doing efficiency work and the method we are following is this: Instead of making critical reports on the different departments, we go into the offices and find out what they are doing, how they are doing it, and why they are doing it, and then in our own office, with our own temporary clerks appointed for the purpose, we experiment with the work until we are satisfied, until we have proved beyond doubt that we have a better system, a more efficient system, and a more economical system than the one that exists. Then we ask the heads of the offices to come in and criticize and plan and make any suggestions that they can. It is due to this method of work, I think, that we have met with some success. We have practically a laboratory for experimental work. It frequently becomes necessary to go out and buy \$1 worth, or \$2 worth of something that we could

not anticipate in buying our supplies, and when we have to go through the Civil Service Commission and then through the Interior Department and then through the General Supply Committee it means days of delay.

We have only 270 working days in the year. The standard the Committee on Appropriations of the House has held us to is this: "We will consider only reductions in estimates. If you do not make a sufficient showing in that one way, we will cut off your appropriation." Therefore we are anxious to——

Senator OVERMAN. Let us consider the Treasury Department in this connection. A good many are asking for increases there. Take the Internal Revenue Office. They have been put on this work of collecting the income tax and the war tax, and they say that they can not get along without 13 additional clerks. What do you think of that?

Mr. BROWN. We do not know. We have not been in that office. We are trying to avoid handling this work in an academic way; we must go in and find out from observation, from a study of the office. So before I could say that the Bureau of Internal Revenue needed more or fewer clerks than they now have it would be necessary for us to investigate the needs of that office by personal observation and study.

Senator OVERMAN. How much have you saved the Government in dollars and cents since you began this work?

Mr. BROWN. The total savings up to date amount to the following:

There was an item of \$50,000 last year in the estimates of one office which was withdrawn after we began our investigations.

The estimates for the same office have been reduced this year by \$22,000. We still have further reductions to suggest in that office, but I am afraid we shall not be able to get them in at this session.

The estimates for another office last year were decreased \$38,000 as the result of our work.

Another office has recently sent a letter to the House committee asking for a reduction of \$18,000 as a result of our work. I think a letter is here this morning asking for a further reduction of \$6,000. At any rate, if it is not here, it will be here to-day.

We are working on a new plan of doing the work in another office, which I believe will result in a very large saving — probably \$100,000 a year.

Senator OVERMAN. First, what is your total saving?

Mr. BROWN. The total saving actually accomplished is a reduction in estimates of \$134,000. That is the saving realized during the first year of operation of the new plans. This saving will be repeated from year to year.

We have also in progress work that we hope will result in a further reduction of estimates of \$132,000.

Then we have revised the method of doing work in other offices so that a large increase of business which has taken place there has not required any increase in force. That saving amounts to \$6,500. So the total savings resulting from the first two years' appropriations, when we have finished what we have in hand, will be about \$270,000. Our work cost, to October 31, 1914, \$37,566 in salaries and \$4,579 for supplies, furniture, equipment, stationery, and so forth, or a total of \$42,145.

Senator OVERMAN. How would it be to make this addition to the appropriation act: "and for investigation of duplication of statistical and other work in the various branches of the Government service"?

Mr. BROWN. That would do very well, Senator.

Senator OVERMAN. I suggest that we adopt that.

Senator GALLINGER. That is one of the great evils that exist now in the Government service—the duplication of work.

Senator OVERMAN. Have you anything else to present to the committee, Mr. Brown?

Mr. BROWN. That is all.

Senator OVERMAN. All right.

The committee will meet tomorrow at 10.30 o'clock.

(At 12 o'clock m. the committee adjourned until tomorrow, January 12, 1915, at 10.30 o'clock a. m.)

## GENERAL LAND OFFICE.

DEPARTMENT OF THE INTERIOR,  
GENERAL LAND OFFICE.  
Washington, January 5, 1914.

In re appropriations for General Land Office.

Hon. THOMAS S. MARTIN,

*Chairman Committee on Appropriations, United States Senate.*

SIR: I have the honor to invite your attention to that part of H. R. 19909, recently passed by the House of Representatives, relating to appropriations for the General Land Office, Department of the Interior, and the estimates of this bureau contained in the Book of Estimates, on pages 92, 93, 98, and 99.

On page 93 the item, "Expenses of inspectors, General Land Office," estimates an appropriation amounting to \$8,500, which we have received for some years past and which sum is absolutely necessary for the expenses of this branch of the service. The expenditures out of this fund for the current year to date amount to \$3,760.48, and necessary details, which must be ordered soon, will largely increase this amount, so that it is evident that the entire sum of \$8,500 estimated for will be needed. There is no reason to believe that the requirements will be less during the year 1916. In line 6, page 93, of the legislative bill passed by the House, this estimate has been reduced to \$6,000; it should be amended to the amount estimated, viz, \$8,500.

At the top of page 93 of the Book of Estimates, under the topic, "Filing system, General Land Office," the estimate calls for an appropriation of \$3,000 for appliances in connection with the filing system of this office. This sum has been appropriated for several years past and is for the purpose of taking care of the regular increase in requirements for filing. If we do not get this annual appropriation it will be necessary for us to place our valuable files, which are the muniments of title to public lands, upon the floors in the corridors or on the basement or top floors, there being no other accommodations for them unless we are enabled to purchase the file boxes which not only safely protect the files, but enable us to reach them from day to day in the regular transaction of business. This item is omitted from the legislative bill and should by all means be restored.

Under the topic, "Public land surveys," on page 98 of the Book of Estimates, are found the appropriations for the salaries and contingent expenses, offices of surveyors general. These items appear on pages 102 and 103 of the legislative bill as it passed the House, and taking them up seriatim, your attention is earnestly invited to the following:

In the appropriation for the Surveyor General of Alaska, the bill agrees in all ways with the estimates, but since these estimates were submitted the surveyor general's office has moved into more commodious and satisfactory quarters, which were necessary on account of the volume of business transacted and of which the rent has been increased \$400 per annum. In order to meet the contingent expenses of the office of the Surveyor General for Alaska, the contingent fund of \$2,500, which he has received for some years past, should on this account be increased to \$2,900.

The estimate for the appropriation for the office of Surveyor General of Arizona asks for \$13,000 for clerk hire; contingent expenses, \$1,800. The House bill has reduced the estimate for clerk hire from \$13,000 to \$10,000, and the contingent expenses from \$1,800 to \$1,500.

The Surveyor General for Arizona earnestly recommended an appropriation of \$16,300 for clerk hire, and we should by all means get \$13,000, the amount of the estimate; \$10,000 will be wholly insufficient for the reason that the field work in Arizona during the past year has increased about 18 per cent, and the returns in the surveyor general's office will be increased in amount in proportion. The present salary roll of the surveyor general's office for Arizona is \$12,900. Moreover this office has the lowest salary expense of any surveyor general's office in proportion to work done and apportionment for field work.

Relative to the reduction in contingent fund from \$1,800 to \$1,500, I believe we will be able to get along with \$1,500 and will not ask for a restoration to the estimate, this office being in a public building at the present time.

The estimate for clerk hire for the office of the surveyor general of California is \$12,000, and for contingent expenses, \$1,500. The legislative bill as it passed the House has reduced the appropriation for clerk hire from \$12,000 to \$10,000, and the appropriation for contingent expenses from \$1,500 to \$1,400. The surveyor general for California asked for \$12,200 for clerk hire for his office, and the increase of work in that district for the coming year will require the full amount of the estimate, \$12,000. The pay roll of that office at the present time is \$13,125.

The estimate for salaries of clerks in the office of the surveyor general for Colorado was \$23,000 and the contingent expense fund \$4,000. These have been reduced in the House bill to \$21,000 for clerk hire and \$3,250 for contingent fund.

There are many resurveys in Colorado and the work in that district is increasing, but the office is in fair shape and I am not disposed to ask for amendments to the appropriation, the reductions, comparatively speaking, being small. The present pay roll of the Colorado office is \$22,530, and this office will move into a new Federal building, now approaching completion, and the fund heretofore used for rent will not be needed after the removal, so that the \$3,250 allowed for contingent expenses is believed to be sufficient.

The condition in Idaho is similar to that in Colorado, but the office work is practically up to date. The reductions in the House bill from \$17,000 to \$16,000 for clerk hire, and from \$1,500 to \$1,200 for contingent expenses may therefore be allowed to stand.

The estimate for clerk hire in the office of the surveyor general for Montana was \$20,000. This the House reduced to \$18,500. I have the honor to advise that the pay roll for that office is \$19,550, and owing to the fact that there was a largely increased area of agricultural land surveyed in Montana the current year, the returns of which will soon be in that office, and that these increased surveys will continue during the coming fiscal year, the appropriations should not be less than \$20,000, the estimate. The estimate of the surveyor general of that district was \$21,000.

The reduction from \$1,500 to \$600 in the item for contingent expenses of this office may be allowed to stand, that office being in a Federal building.

The estimate for clerk hire in the office of the surveyor general for Nevada was \$10,000. This has been reduced in the House bill to \$9,000. There is an increase in agricultural surveys in the field amounting to about 17 per cent over that of last year, and the present pay roll of that office is \$9,800. The estimate of \$10,000 should therefore be restored. The surveyor general's estimate for the coming year for clerk hire was \$13,880. As to the appropriation for contingent expenses, which was reduced from \$1,000 to \$400, the same may be allowed to stand without detriment to the service.

The estimate for clerk hire in the office of the surveyor general of Oregon was reduced from \$12,900 to \$12,500. While his estimate was \$13,400 for clerk hire, it is believed that the work of this office can be handled for the present as allowed by the House, viz.: \$12,500.

The reduction of the contingent-expense fund from \$1,000 to \$600, while limiting the contemplated equipment of this office materially, will be sufficient for the ordinary necessities.

The estimate for clerk hire in the office of the surveyor general of South Dakota of \$4,500 was reduced to \$3,100. This is the present salary roll of that office and will probably be sufficient for the coming year.

The contingent expense fund was reduced from \$600 to \$500, but in view of the fact that this office has recently procured quarters in a public building, it is believed that the reduction to \$500 may be still further reduced. I believe that \$200 contingent fund is sufficient for this office.

The estimate for clerk hire in the office of the surveyor general of the State of Washington was \$11,000. This was reduced to \$8,000 in the legislative bill. The work in



this office is behind about seven months and the surveyor general's estimate for clerk hire was \$15,040. The \$8,000 allowed by the House is therefore entirely too low, and the appropriation should at least equal the estimate of \$11,000.

In view of the fact that this office is expected to move into a public building before the close of the present fiscal year, it is believed that the House appropriation for contingent expenses, amounting to \$1,500, is greater than will be necessary, and it is suggested that \$1,000 will be enough for this purpose.

The estimate for clerk hire in the office of the surveyor general of Wyoming was \$20,000, the same as last year. The House reduced this to \$12,500, which will be wholly inadequate. The work in the field the coming year will be very heavy. The present pay roll is \$15,000 and the estimate of the surveyor general is \$15,000, so that it does not seem possible for us to bring up and keep current the work of that office unless we have at least \$15,000 for clerk hire. There are in Wyoming 230 townships available for resurvey, of which 81 have been examined and authorized for resurvey; 14 have been grouped for surveys, leaving 66 awaiting grouping, the work on which is expected to be undertaken and, if possible, finished the coming surveying season.

The estimate for contingent expenses of this office was reduced by the House from \$1,200 to \$500. The latter sum is wholly inadequate. The Surveyor General estimates that \$802 at least will be needed. The appropriation should be increased to \$800 for this office.

I may state in connection with the reductions, generally, in the amounts appropriated for contingent expenses for the offices of surveyors general, that I had intended to equip a considerable number of these offices with such labor-saving devices as accounting and calculating machines, which cost several hundred dollars apiece. The reductions, however, will, in the main, compel a postponement of the purchase of this equipment until some future date.

For ready reference I attach a tabulated statement showing the estimates, the amounts allowed by the House, and the amounts necessary in items where the House has allowed a less amount than estimated.

Very respectfully,

CLAY TALLMAN, Commissioner.

Tabulated statement showing estimates, amounts allowed by the House and the amounts required by the public service in offices of United States surveyors general.

State.	Clerk hire.			Contingent fund.		
	Estimate.	Allowed.	Required.	Estimate.	Allowed.	Required.
Alaska.....	\$9,000	\$9,000	\$9,000	\$2,500	\$2,500	\$2,900
Arizona.....	13,000	10,000	13,000	1,800	1,500	1,500
California.....	12,000	10,000	12,000	1,500	1,400	1,400
Montana.....	20,000	18,500	20,000	1,500	600	600
Nevada.....	10,000	9,000	10,000	1,000	400	400
South Dakota.....	4,500	3,100	3,100	600	500	200
Washington.....	11,000	8,000	11,000	1,500	1,500	1,000
Wyoming.....	20,000	12,500	15,000	1,200	500	800

NOTE.—For appropriations for expenses of inspectors of General Land Office, see page 1.  
For filing system, General Land Office, see page 2.



WEDNESDAY, JANUARY 13, 1915.

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Overman (chairman), Bryan, and Gallinger.

**STATEMENT OF COL. WILLIAM W. HARTS, UNITED STATES ARMY,  
SUPERINTENDENT OF PUBLIC BUILDINGS AND GROUNDS.**

**BICYCLES FOR PARK WATCHMEN.**

The CHAIRMAN (Senator Overman). On what page do your items appear?

Col. HARTS. Page 75, lines 17 and 18.

Senator OVERMAN. The language is, "For purchase and repair of bicycles and revolvers for park watchmen and for purchase of ammunition, \$400." You estimated \$1,000.

Col. HARTS. I wish to explain, Mr. Chairman, that I ask for the increase for this reason: Although \$400 has been the amount allotted for repairs of bicycles for a number of years, I have now 17 privates mounted on bicycles and two sergeants, making 19. We find from experience that the men on bicycles are very much more able to move about and cover ground than men on foot, and I was very desirous to increase the number of bicycles this year; so I had proposed this extra amount to cover the purchase of 15 more bicycles, which cost \$30 apiece—making \$450—and \$150 for their care—making the total \$600 additional. I preferred to make this request rather than to ask for more men, because I thought we could increase the efficiency of our present force at a much smaller rate of increase.

Senator OVERMAN. You want \$600, instead of \$400?

Col. HARTS. No, sir; I want \$600 in addition to the \$400 I am asking for. It makes the total \$1,000, instead of \$400.

Senator BRYAN. And you want to substitute "police" for "watchmen"?

Col. HARTS. Yes, sir. I do not know what action has been taken, but I was asking to have the watchmen called "police". They are given by law now all the powers of the Metropolitan police.

Senator OVERMAN. I do not know why park men should be called "watchmen."

Col. HARTS. I can explain that, sir. In the beginning the necessity for taking care of our parks arose from the fact that the Metropolitan police were under a different jurisdiction, and could not take care of our parks properly; and we started then putting in laborers to take care of the parks and protect them. They were later called "park watchmen" instead of "park laborers." Then, later, they were endowed with police powers by law, and given a uniform, but they are still carried as park watchmen.

Senator BRYAN. But they are really police?

Col. HARTS. We would like to have them called "park police": but that was not the subject that I especially wanted to bring up this morning. It was more that I was very eager to get the bicycles as a matter of relief, because the police are very hard-worked now to cover the whole city with the present force.

**Senator OVERMAN.** They have to look after all the parks in the city?

**Col. HARTS.** Yes, sir.

**Senator OVERMAN.** How many police have you?

**Col. HARTS.** We have 42 altogether. We have 20 day men, 20 night men, and 2 sergeants.

**Senator OVERMAN.** You police all the parks of the city?

**Col. HARTS.** Yes, sir.

**Senator OVERMAN.** Do you police Franklin Park?

**Col. HARTS.** Yes, sir; all the parks. There are 353 of them altogether, including all the little triangles—353 separate pieces.

**Senator OVERMAN.** In the case of the one working on Franklin Park, what other park does he police?

**Col. HARTS.** I can not tell you just offhand. We have all the men detailed covering a certain area, and that changes from time to time, depending on the ability of the man to take care of his area. We have to watch out for drunkenness, protect women and children and nurses, and also protect shrubbery and walks. We have not one man for each park, but one man covers a considerable area.

**Senator OVERMAN.** The city does not pay any part of this, does it?

**Col. HARTS.** Yes, sir. They pay 50 per cent of all of our expenses.

**Senator OVERMAN.** This ought to be on the District bill, then, ought it not?

**Col. HARTS.** No, sir. This has always been on the legislative bill, together with other salaries in the office.

**Senator OVERMAN.** All right, Colonel; we are glad to see you.

**Col. HARTS.** Thank you, sir.

(The committee thereupon went into executive session.)



# INDEX.

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## A.

	Page.
Agriculture, census of.....	95
Alaska, subsistence of employees.....	157
American Ephemeris, cost of preparing.....	77
Andrews, Philip.....	62
Andrews, W. E.....	261, 262
Austin, W. L.....	95

## B.

Bassett, F. B.....	245
Box, George G.....	176
Brown, Herbert D.....	278
Burritt, Bailey B.....	230, 231
Byington, F. D.....	167

## C.

Campbell, Richard K.....	176, 233
Cannon, Luther S.....	167
Carrigan, W. T.....	55, 64
Chamberlain, Eugene.....	95, 161
Claxton, Philander P.....	90
Commerce, Department of.....	95
Clerical assistance in Washington.....	151
Expenses of employees attending meetings and conventions.....	151
Per diem for employees traveling abroad.....	152
Commercial attachés, clerks for.....	153
Cowell, P. H.....	28

## D.

Daniels, Hon. Josephus.....	14, 246
Dodge, O. G.....	63
Downey, George E.....	261, 262

## E.

Education, Bureau of.....	90
City school administration, investigation of.....	94
Cooperative investigations and experiments.....	92
Rural and industrial.....	90
Traveling expenses.....	94
Efficiency Bureau, proposed establishment of.....	278
Eichelberger, Prof. W. S.....	12
Ewing, Thomas.....	87

## F.

Fisch, Perez.....	56
Foreign and Domestic Commerce, Bureau of.....	148
Foreign and domestic commerce, promoting of.....	150

## G.

General Land Office.....	281
Gompers, Samuel.....	230
Gore, Hon. Thomas P.....	147

## H.

Harris, Wm. J.....	104
Harts, Wm. W.....	284
Bicycles for park watchmen.....	284

	Page.
Hill, Geo. A.....	57
Hoogewerff, Capt. J. A.....	12
Houston, Hon. D. F.....	108
Humphrey, W. E.....	61

**I.**

Interior, Department of.....	239
Office of the Solicitor, Board of Appeals.....	239

**J.**

Jayne, J. L.....	36, 42, 64
Johannes, George.....	95
Johnston, Hon. Joseph T.....	104, 108

**K.**

Kerr, J. W.....	261, 272
-----------------	----------

**L.**

Labor, Department of.....	176, 231
Contingent expenses.....	180
Laborers and watchmen.....	177
Rent.....	180
Salaries, Office of Secretary.....	176
Watchmen.....	231
Labor Statistics, Bureau of.....	182
Industrial employment in the United States.....	224
Temporary employees in the District of Columbia.....	182
Leiserson, Wm. H.....	207
Library of Congress.....	3
Additional clerks.....	1
Card indexes, distribution of.....	1
Legislative reference.....	6
Library building, care of.....	9
Loughran, Patrick H.....	239

**M.**

Malburn, Wm. P.....	261, 268
Martin, Isabel.....	57, 62
Meeker, Royal.....	176, 180
Meserole, D. J.....	207

**N.**

Naturalization, Bureau of.....	244
Naval Observatory and Nautical Almanac.....	1
Navigation, Bureau of.....	177
Clerk hire.....	177
Temporary employees.....	177
Navigation laws, enforcement of.....	177
Nautical Almanac, cost of preparing.....	177
Navy Department.....	245
Additional clerks, Division of Military Affairs.....	245

**P.**

Patent Office.....	87
Additional clerical assistance.....	87
Additional law examiners.....	87
Books, law, reference, etc.....	87
Pensions, Bureau of.....	167
Investigation of pension cases.....	167
Library.....	174
Special examiners.....	177
Perrine, C. D.....	28
Pratt, E. E.....	95, 149
Putnam, Herbert.....	1

## R.

Page.

Radio communication.....	164
Redfield, Hon. Wm. C.....	95, 148
Robertson, J.....	29, 43, 47, 48, 53, 54

## S.

Salzgaber, Hon. Gaylord M.....	167
Standards, Bureau of.....	164
Salaries, New, estimated for 1915 and omitted from House bill.....	164
Steamboat-Inspection Service.....	153
Steamboat inspectors, assistants.....	155
Stewart, Ethelbert.....	176, 182
Sterrett, Robert J.....	232
Stratton, S. W.....	95, 164

## T.

Tallman, Clay.....	283
Treasury Department.....	248
Additional clerks.....	264
Additional chief of division.....	263
Additional clerks, messengers, and laborers.....	251
Additional clerks for Public Health Service.....	272
Assistant painter.....	249
Automatic fire-alarm systems.....	256
Carpets.....	256
Charwomen.....	250
Collecting internal revenue.....	256
Contingent expenses, etc.....	253
Furniture.....	256
Gas, electric current, purchase of.....	255
General Supply Committee.....	250
Heat, light, etc.....	256
Ice-plant operator.....	248
Labor-saving machines and supplies, purchase of.....	255
Law books.....	262
Mints and assay offices.....	268
Motor trucks, purchase of.....	254
Printing and Stationery Division.....	277
Salaries and expenses of collectors.....	256
Salaries, office of commissioner.....	259
Shelving.....	268
Statistician.....	273
Street car tickets.....	255
Wireman and additional carpenter.....	250
Wood, coal, etc., purchase of.....	255

## U.

Uhler, George.....	95, 154
Updagraff, Milton.....	36

## V.

Veeder, T. E. De Witt.....	29, 30
----------------------------	--------

## W.

Watson, Robert.....	176
Weeks, Hon. John W.....	12
Wilmeth, James L.....	261, 268
Winthrop, Hon. Beekman.....	61, 63
Wireless communication laws, enforcement of.....	163
Wooley, Robert W.....	261, 264











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**LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL**

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**HEARINGS**

**BEFORE THE**

**SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
UNITED STATES SENATE**

**SIXTY-FOURTH CONGRESS**

**FIRST SESSION**

**ON**

**H. R. 12207**

**A BILL MAKING APPROPRIATIONS FOR THE LEGISLATIVE, EXEC-  
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FOR THE FISCAL YEAR ENDING JUNE 30, 1917,  
AND FOR OTHER PURPOSES**

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**Printed for the use of the Committee on Appropriations**

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**Dup. 1922  
D. of D.**

**WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1916**



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1916



**SUBCOMMITTEE ON LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL.**

**THOMAS S. MARTIN, Virginia, *Chairman.***

**LEE S. OVERMAN, North Carolina.**

**REED SMOOT, Utah.**

**NATHAN P. BRYAN, Florida.**

**GEORGE T. OLIVER, Pennsylvania.**

**JOE T. ROBINSON, Arkansas.**

**KENNEDY F. REA, *Clerk.***

**2**

**N. of D.  
NOV 5 1919 .**



# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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THURSDAY, MARCH 16, 1916.

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UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to call, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Robinson, and Smoot.

The subcommittee thereupon proceeded to the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

## CIVIL SERVICE COMMISSION.

### STATEMENT OF JOHN A. McILHENNY, PRESIDENT OF THE CIVIL SERVICE COMMISSION.

Mr. McILHENNY. Mr. Chairman and Senators, I have only a brief statement to make this morning. I wish to confine myself to a statement of the needs of the commission purely in the matter of additional clerks, a slight additional travelling appropriation over what the House gave me, and a small increase in the pay of five field examiners.

#### CLERKS.

The commission, in putting out its estimates for this year, gave very careful and earnest consideration to the number of clerks it should ask for in addition to those whom it already had on its force. It is very greatly and very seriously handicapped in its work by being undermanned. It finds itself without ability to do the work which is demanded of it. We made every imaginable shift last year, and so far this year, to enable us to perform those duties which we are appointed to perform by law. We asked the House for 24 additional clerks.

The CHAIRMAN. Twenty-four additional clerks? That is a pretty big increase.

Senator SMOOT. They are of the different classes, I suppose?

Mr. McILHENNY. Of the different classes; yes, sir.

Senator ROBINSON. What did the House put in?

Mr. McILHENNY. They granted us 12. Of course we are grateful for what they granted us, but it still remains a fact that what we need is 12 additional clerks, because I do not see and the commission does not see how we are going to perform our work next year unless we get these 12 additional clerks. The work piles up, and is an increasing load which we can not entirely do away with. We have made a careful estimate of the amount of work that would appear to be necessary to be accomplished by the first of next July.

The CHAIRMAN. You wanted 24 additional clerks, at how much salary each? Are they all about the same salary?

Mr. McILHENNY. No, sir; they are divided. We asked for one additional examiner, at \$2,000 and for two additional examiners, at \$1,800 each. They granted us the two, at \$1,800. We also asked for one additional clerk, at \$1,800.

Senator SMOOT. That is of the fourth class?

Mr. McILHENNY. Yes, sir. That they did not grant. We also asked for four additional clerks, at \$1,600. They granted none of those.

Senator SMOOT. That is of the third class. Four additional clerks, you say?

Mr. McILHENNY. Four additional clerks at \$1,600. They did not give us any of those. We asked for eight additional clerks at \$1,400, and they granted us two, leaving us short six of what we asked for. We also asked for eight additional clerks at \$1,200, and they granted us all of those.

Senator SMOOT. That is 11 that they did not grant?

Mr. McILHENNY. Really 12, I think.

Senator SMOOT. Including the examiner.

Mr. McILHENNY. Yes; the examiner.

Senator SMOOT. But there were 11 clerks and 1 examiner?

Mr. McILHENNY. Eleven clerks and one examiner.

Senator SMOOT. They have granted you in this bill 176 clerks, and how many extra do you want?

Mr. McILHENNY. I want these extra 12. We have estimated, in accordance with the past work of the commission, what the amount of work on hand will be at the end of this coming June. We have a present annual capacity to rate in the examining division of about 145,000 sets of examination papers. Examinations are held only as often as the needs of the service require. A careful and conservative estimate of the number of examination papers required to be handled in the examining division, under the present plan of holding examinations only when the needs of the service so require, is that they will average 175,000 a year. I call your attention, Senators, to the fact that the maximum output of the division is 145,000 a year. The average of the work to be done is 175,000 a year. I have here the analysis of it, if you would like to have it, if it is of interest to you.

Senator ROBINSON. Let it go in the record. You need not state it in detail now, but I suggest that it go in the record.

Mr. McILHENNY. Yes, sir. It went into the record of the hearings of the House.

Senator ROBINSON. That is sufficient, then.

The CHAIRMAN. Yes; that is sufficient.

Mr. McILHENNY. Very well. This is divided up. Some of the larger items are as follows:

Rural carriers, 36,000.

Clerks and carriers in post offices, 50,000.

Railway mail clerks, 15,000.

Senator SMOOT. That is, you have to pass upon the examination of the papers of all of these?

Mr. McILHENNY. Yes; of all of these.

Senator SMOOT. They are enumerated in what you intend to place in the record?

Mr. McILHENNY. Yes. This statement is in the House hearings, as I said.

Miscellaneous educational, including technical, professional, and scientific, 25,000.

These other items are small in number.

Therefore there is bound to be, under the present manning of the examining division, an arrearage of 30,000 sets of papers a year. At the beginning of the current fiscal year, July 1, 1915, there were on hand, unrated, 30,000 sets of papers of various examinations, most of them for the field services. Owing to the condition of the work, it was necessary to postpone to the current fiscal year a large number of examinations for first-class post offices. Moreover, the railway-mail clerks' examination was not held during the last fiscal year, but should be held this spring. The result inevitably will be that the number of competitors to be examined during the current fiscal year will be much greater than the number who were examined during the year ending June 30, 1915.

Senator SMOOT. Were these statements made to the House committee?

Mr. McILHENNY. Yes, sir. A conservative estimate places the number of competitors normally to be examined this fiscal year, whose papers will have to be rated in the examining division, at 199,000. Add to this the 30,000 sets of papers which were on hand July 1, 1915, entirely unrated and carried over from the preceding fiscal year, and we have a total of 229,000 sets of examination papers to be rated during the fiscal year. Since the present force can at its best examine but 145,000 competitors annually, there will be an arrearage of about 84,000 sets of papers, unless examinations are unduly postponed, on hand at the beginning of the fiscal year, for which estimates are now being submitted.

Senator SMOOT. If that is true, then the number of clerks you have already asked for; that is, the 11 additional clerks and one examiner, could not pass upon the papers that you have?

Mr. McILHENNY. Not at all; I am not asking for that. This is an accumulated load, due to having postponed for the last two years examinations which now it becomes imminent to hold this year. It is not a normal condition, and I will have to ask Congress to give me an emergency appropriation. I anticipate working off a part of that 229,000 sets of papers, but what I am asking for is enough clerks to enable me to keep my normal work in hand and keep it approximately current.

The work of the commission is different from that of almost any other department in the Government. If the commission is behind, if we are dilatory in handling our business and do not get the eligible lists to the departments within a reasonable time, it reflects at once upon the efficiency of the department so treated.

Senator OVERMAN. How do you certify eligibles to the departments for vacancies. You certify three men, do you not?

Mr. McILHENNY. Yes, sir.

Senator OVERMAN. And they have a right to select one?

Mr. McILHENNY. They have a right to select any one of those three.

Senator OVERMAN. In certifying those men, do you certify according to the law as to the pro rata, and let each State have its equal share?

Mr. McILHENNY. Yes, sir; as nearly as possible.

Senator OVERMAN. Suppose Arkansas is behind the other States; do you certify three men from Arkansas?

Mr. McILHENNY. No; unless Arkansas is so far behind as to entitle her to three certifications at that time—unless her men should stand so high that three men from Arkansas would be eligible for certification at that moment. Ordinarily there would be one man with, say, a rating of 92 from Arkansas, one with a rating of 91½ from Oklahoma, and another one with a rating of 90 from North Carolina; do you see?

Senator OVERMAN. Then they could select the one from North Carolina, and cut out Arkansas?

Mr. McILHENNY. Yes.

Senator OVERMAN. And Arkansas would still be low; and that would keep on going, until finally Arkansas would get away behind. Now, I call your attention to the fact that in the last appropriation bill I had the number of clerks employed in the Interstate Commerce Commission certified, and out of 1,000 clerks I think North Carolina had about four or five. How do you account for that?

Mr. McILHENNY. I only account for it in this way—that in a certification where a clerk from North Carolina was certified, the North Carolina clerk was not selected by the Interstate Commerce Commission. If the three clerks who are certified come from three separate States, and the right of choice lies with the appointive officer, there is no power in the law, or the regulations of the commission which would enable it to say to the appointive power: "You shall take the man from North Carolina." The exercise of that privilege of selection may have the effect of deferring the appointment in North Carolina under the apportionment for the time being.

Senator OVERMAN. Does not that to a great extent nullify the law in spirit, where one department has hardly any employees from any one State?

Mr. McILHENNY. No; I think not, Senator, because I think it averages up. It may show some inequalities in a particular bureau or department.

Senator OVERMAN. Is there any reason why one State should have vastly more men than another?

Mr. McILHENNY. In the service?

Senator OVERMAN. Yes; in any one department. Is that liable to occur?

Mr. McILHENNY. No.

Senator OVERMAN. Has not that occurred?

Mr. McILHENNY. No. I am speaking now of all the States. When you ask me particularly, I say yes for Virginia, Maryland, and the District of Columbia; and that is because those two States are *situated immediately* in conjunction to the District of Columbia.

Senator OVERMAN. Why should that be, if the law, which provides that each State shall share equally, is carried out?

Mr. McILHENNY. Because of the enormous pressure that is constantly brought to bear on the commission to permit the transfer of persons who live in the District of Columbia, or in the suburbs of the District of Columbia, who, it may be for three generations, have lived here and have been in the Government service.

Senator OVERMAN. That is the point. Then, political influence has a great deal to do with it?

Mr. McILHENNY. No; political influence has nothing to do with it.

Senator OVERMAN. In that case, then——

Senator ROBINSON. I suggest that Mr. McIlhenny finish that statement. I was interested to hear it.

Senator OVERMAN. Yes; go ahead and finish it.

Mr. McILHENNY. By reason of the fact that their fathers and their grandfathers have been in the Government service, and the fact that they themselves have been trained with the sole purpose of putting them into the Government service, and have occupied temporary positions in the work of the Government, and have become highly qualified, highly specialized clerks in some particular branch of the Government work which is different from that of outside commercial enterprises, after such a man has become so qualified and so trained the department sets up the plea that for the efficiency of the service there is an absolute demand that that man be transferred from the non-apportioned service to the departmental and apportioned service; and in view of the fact that the law provides that the law of apportionment shall be maintained so far as the requirements of good administration may permit, the commission in those cases—and it seeks earnestly to confine it to those cases—does waive the law of apportionment.

Senator OVERMAN. You have a right, then, to waive the law?

Mr. McILHENNY. Yes.

Senator OVERMAN. As to the certification?

Mr. McILHENNY. Yes; as to the certification.

Senator ROBINSON. In how many instances is that done, Mr. McIlhenny, during a given year?

Mr. McILHENNY. Senator, I could not tell you that.

Senator ROBINSON. Of course, I know you could not tell accurately.

Mr. McILHENNY. Will you allow me to ask Mr. Doyle? Could you give a guess, Mr. Doyle, as to how many times the commission waives that law of the apportionment for people, say, in the District of Columbia?

Mr. JOHN T. DOYLE. It is infrequent.

Mr. McILHENNY. I know it is infrequent. How many times is it done, though?

Mr. DOYLE. The percentage would be less than 1 per cent, I imagine, in transfers from the nonapportioned to the apportioned service.

Mr. McILHENNY. Less than 1 per cent?

Mr. DOYLE. Yes.

Mr. McILHENNY. Even that is not giving the Senator what he wants to know. I will say this definitely, that the rule and practice of the commission is that no such waiver shall be made by a subordinate of the commission; that each and every case is brought to the attention of the commission formally, and passed upon by the



commission formally, and that the commission refuses to make such a waiver unless the department, in its judgment, puts up so strong a case as to make it apparent that the commission, by a failure to waive, would force the department to operate inefficiently. The records of the commission will show—and I am certain of this—that each case that is passed upon favorably by the commission for a waiver of the apportionment has a bona fide administrative reason for it, established in the files of the commission, because I personally as a commissioner am strongly opposed to the waiver of the apportionment in any single instance.

Senator ROBINSON. Is the application for the apportionment always made by a representative of the department, or may it be made by the person seeking the service?

Mr. McILHENNY. It can only be made by the head of the department; and the practice of the commission is to require the head of the department to set out formally and officially to it that this transfer or this waiver is, in his judgment, an absolute necessity for the good of the service. It does not take the mere request.

Senator ROBINSON. You can not state without refreshing your memory approximately how many times that is done during a given year? Take, for instance, the last fiscal year. Could you approximate it?

Mr. McILHENNY. I doubt very much if it was done over 50 times in the last year.

Senator OVERMAN. Can you not send down to us an accurate statement of it?

Mr. McILHENNY. Yes, I can; certainly, Senator. I will ask Mr. Doyle to make a memorandum of that.

Senator OVERMAN. For the last two years.

(The information above referred to was subsequently furnished by Mr. McIlhenny, and is as follows:)

UNITED STATES CIVIL SERVICE COMMISSION,  
Washington, D. C., March 17, 1916.

HON. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,  
United States Senate.*

MY DEAR SENATOR MARTIN: At the hearing before your committee yesterday request was made that the committee be advised respecting exceptions that had been made to the apportionment during the past two years. A table is accordingly inclosed of all cases in which the commission has permitted a departure from the order of the apportionment.

Attention is also invited to the inclosed statement of method of making the apportionment and a table giving the States, with the number of appointments which each has received and the number to which each is entitled of the whole number of appointments made to December 20, 1915, the date of the statement appearing in the manual of examinations.

The requirement of law that appointments to the departments at Washington shall be apportioned among the States and Territories and the District of Columbia on the basis of population has been carefully observed by the commission. The apportionment can not, of course, be maintained with mathematical exactitude, but no deviation is permitted unless required by the interests of good administration.

Applicants are required to state under oath the facts as to their actual domicile, and to furnish the certificate of a county officer as corroborative evidence. Cases of fraudulent claims of legal residence are infrequent. The examinations of applicants for the departments at Washington are had in the State or Territory in which the applicant resides, and no person is eligible for examination or appointment in the apportioned service unless he has been actually domiciled in the State or Territory for at least one year previous to the examination.

The mistaken impression exists, in view of the inequalities of the distribution of offices at Washington, that the requirements as to the apportionment are not strictly

observed. The act, however, requires only the apportionment of appointments to the classified service through examination, transfer, or reinstatement. With every effort, however, to enforce the letter and the spirit of the law, it has been impossible to prevent the District of Columbia, Maryland, and Virginia from securing more than the small share of appointments to which they are entitled on the basis of population. This is due to the following causes:

There is naturally a keener interest in Government positions among persons residing at the seat of government, a greater effort on their part to ascertain the needs of the service and to acquire those qualifications which are most in demand.

For technical positions, including technical experts in such parts of the service as the Department of Agriculture, Bureau of Mines, Interstate Commerce Commission, Bureau of Standards, Bureau of Education, and the Patent Office, the commission is constantly obliged to certify eligibles from the States already in excess because of the failure of other States to provide eligibles properly qualified. Instances of necessary departure from the strict order of the apportionment will be found in the inclosed table where, because of the reasons stated by the department, the commission felt that the interests of good administration required an exception to be made.

The excess of appointments received by the District of Columbia is also in part attributable to reinstatements, to transfers from nonapportioned to apportioned positions, and to the appointment of veterans preferred under section 1754, Revised Statutes.

As long as these causes are operative some degree of inequality must inevitably continue. It is interesting to note, however, that only 12 States have received less than 75 per cent of their quota, and that excluding Porto Rico, Hawaii, and Alaska, there are but 26 States or Territories which have received less than 90 per cent of their full allotment.

On the one hand the commission is met with the criticism that the element of competition is minimized by the appointment of persons who have not passed highest in the examinations, due to the necessity of observing the apportionment, and on the other hand that there is not a more rigid observance of the apportionment. The commission, however, has felt that the distribution of appointments among the States is in accord with our Federal system of government, under which all the people from all the States are entitled to serve the Government. Not only is this a matter of inherent right on the part of the States, but it is in accord with wise public policy and with the progress of education and patriotic achievement among the people of the several States. The distribution of appointments among the States brings to the seat of government persons who represent the views of every community and who become acquainted with the operation of the National Government, all sections of the Union thus participating in its work, and this in turn inspiring an interest therein among all the people. With the progress of education better justice will be done to the remoter States in bringing up arrears in the apportionment. Certain Southern and extreme Western States fail to supply eligibles in sufficient numbers to keep up their quota. The largest relative number of applicants comes from the New England, Middle, and Central States. The commission is constantly making every effort and resorting to every proper means to bring to the knowledge of citizens of States in arrears the opportunity for appointment which they have under the law of apportionment if they qualify in examinations, and the failure of any State to receive its just share of appointments is attributable rather to its failure to furnish applicants having the qualifications called for by the departments than to any failure on the part of the commission.

Very truly, yours,

JOHN A. McILHENNY.

#### METHOD OF MAINTAINING THE APPORTIONMENT.

Each day a sheet is prepared showing the relative order of the States and Territories on the basis of appointments charged under the apportionment. The State having received the smallest fraction of its due share heads the list and the District of Columbia which has had the largest share for many years, ends the list. Each appointment from each State has a fixed value which is used in charging an appointment or crediting a separation. The charges and credits made show the exact order of each State.

A copy of the apportionment sheet, containing a column showing the number of appointments to which each State and Territory is entitled, is attached hereto, marked "Exhibit A." Figures in parentheses following the names of States show the number of appointments with which they were charged on the preceding day. The initial letters of the alphabet preceding the number of the States indicate appointments, and the final letters separations. The column headed "Relative order" is the product of the number of appointments received by the State and the number representing

the fixed value of an appointment from that State. If each State had received its proper share of appointments the products would all be approximately the same as the total number of appointments. The States are shown in groups which is done to facilitate certification under the regulations.

There is attached, marked "Exhibit B," a statement from the manual of examinations showing, by States, the number of original appointments, transfers, and reinstatements received by each State and the number of separations of persons charged, for each State from the passage of the civil-service act to December 15, 1915. Columns have been added to this table to show the number of appointments which each State would have received had it received its due share of appointments actually made, that is, the number to which it is entitled, and the percentage it has received of its share of appointments actually made.

When an appointment is made the State is charged with an appointment, and when an employee becomes separated from the service the State to which his appointment charged is credited.

Instances of charges to the apportionment which occasion its disarrangement are:

(1) If the States next entitled to appointment do not furnish eligibles having the required qualifications, it is necessary to certify eligibles who reside in other States.

(2) Reinstatements of persons who have been separated from the service without misconduct.

(3) Good administration sometimes requires that positions in the departments at Washington shall be filled by the transfer of persons holding similar classified positions in the field service.

(4) Apprentices who are appointed without regard to the apportionment upon completion of their apprenticeship.

(5) Veteran preference claimants under section 1754, Revised Statutes, are certified for appointment before all others irrespective of the States of which they are residents.

(6) Persons appointed by Executive order.

(7) In view of the necessity for change of climate after service in the Tropics, transfers from the Philippines, Porto Rico, and the Isthmus are regarded as in the interest of good administration.

(8) Acts of Congress which provide for appointments or transfers to apportioned positions.

Certification for appointment in the apportioned departmental service to scientific, technical, and professional positions and those of stenographer and typewriter at more than \$900 a year, is made as follows:

1. Certification is made of the highest eligibles of the sex called for from the entire group of States and Territories that have not received their full share of the total number of appointments actually made, until all the eligibles from such States and Territories with average percentages of as much as 75 have been certified.

2. After all the eligibles described in (1) above have thus been certified, then certification is made from the other States, in their order under the apportionment, of eligibles with average percentages of as much as 75, down to the two States having the largest excess of their share of appointments, and the District of Columbia.

3. After all the eligibles described in (2) above have thus been certified, then certification is made, in the order of average percentage, of the highest remaining eligibles from the entire group of States in arrears of their share who have average percentages of as much as 73.

4. After all the eligibles described in (3) above have thus been certified, then certification is made as described in (2) above, down to and including eligibles with average percentages of as much as 73.

5. After all the eligibles with average percentages of as much as 73 have thus been certified down to the two States that have received the greatest excess of their share, and the District of Columbia, then certification is made of the highest remaining eligibles from the entire group of States and Territories in arrears of their share; and after all eligibles from such group of States have been certified, then certification is made from each other State in its order under the apportionment.

Only the names of competitors who attain a rating of at least 85 per cent in the subject of stenography and who have had at least two years' practical office experience will be certified for filling vacancies in stenographer and typewriter positions in the departmental service paying \$1,200 a year or more.

Certification for appointment in the apportioned departmental service to sub-clerical and clerical positions, including those of stenographer and typewriter at \$900 or less a year, and to other positions not of scientific, technical, or professional character, is made as follows:

1. Certification is made of the highest eligibles from one-half of the entire group of States and Territories that have not received their full share of the total number of appointments actually made (if the number of such States and Territories is uneven, the lesser number is taken) and this method is followed until all the eligibles from

such States and Territories have been certified with average percentages of as much as 80.

2. After all the eligibles described in (1) above have thus been certified, then certification is made in the same manner from one-half of the remainder of such group of States and Territories.

3. After all the eligibles described in (2) above have thus been certified, then certification is made in the same manner from the remainder of such group of States and Territories.

4. After all the eligibles described in (3) above have thus been certified, then certification is made as described in (1) above, down to and including eligibles with average percentages of as much as 75.

5. After all the eligibles described in (4) above have thus been certified, then certification is made as described in (2) above, down to and including eligibles with average percentages of as much as 75.

6. After all the eligibles described in (5) above have thus been certified, then certification is made as described in (3) above, down to and including eligibles with average percentages of as much as 75.

7. After all the eligibles described in (6) above have thus been certified, then certification is made from the other States, in their order under the apportionment, of eligibles with average percentages of as much as 75 down to the two States having the largest excess of their share of appointments, and the District of Columbia.

8. After all the eligibles described in (7) above have thus been certified, then certification is made of the highest remaining eligibles from the entire group of States in arrears of their share, in the order of average percentage, who have average percentages of as much as 73.

9. After all the eligibles described in (8) above have thus been certified, then certification is made as described in (7) above, down to and including eligibles with average percentages of as much as 73.

10. After all the eligibles have thus been certified with average percentages of as much as 73, down to the two States that have received the greatest excess of their share, and the District of Columbia, then certification is made of the highest remaining eligibles from the entire group of States and Territories in arrears of their share; and after all eligibles from such group of States and Territories have been certified, then certification is made from each State and Territory in its order under the apportionment.

## EXHIBIT A.

*Condition of the apportionment at close of business Wednesday, Mar. 15, 1916.*

State.	Re- ceived.	En- tered.	Relative order.	State.	Re- ceived.	En- tered.	Relative order.
IN ARREARS.				IN ARREARS—contd.			
1. Porto Rico.....	28	148	2,337.82	29. Iowa.....	278	299	11,664.26
2. Alaska.....	2	8	2,900.94	30. Montana.....	47	50	11,666.69
3. Hawaii.....	10	25	4,864.12	31. Idaho.....	41	43	11,754.55
4. Oklahoma <sup>1</sup> (120)...	121	221	6,815.86	32. Utah <sup>1</sup> (47).....	48	49	12,001.14
5. North Dakota.....	46	77	7,441.12	33. Ohio.....	616	643	12,062.07
6. Texas.....	329	521	7,881.58	34. New Jersey.....	330	341	12,141.22
7. Louisiana.....	140	221	7,899.75	35. Maine.....	98	99	12,322.64
8. Arkansas.....	134	210	7,944.63	36. Nebraska.....	159	161	12,449.19
9. Alabama.....	183	286	7,989.44	37. Nevada.....	11	11	12,541.32
10. California.....	214	318	8,401.98	38. Kansas.....	228	229	12,586.41
11. New Mexico.....	29	43	8,556.02	IN EXCESS.			
12. Wisconsin <sup>2</sup> (231)...	230	312	9,199.19	39. Pennsylvania.....	1,048	1,034	12,762.64
13. South Dakota.....	59	78	9,432.37	40. West Virginia.....	167	165	12,766.06
14. Mississippi.....	183	240	9,506.45	41. New York <sup>3</sup> (1,249)...	1,250	1,229	12,803.12
15. Georgia.....	280	346	10,017.56	42. Connecticut.....	154	150	12,895.52
16. Tennessee <sup>2</sup> (237)...	236	292	10,083.24	43. Colorado.....	111	106	12,967.66
17. North Carolina <sup>2</sup> (242)	241	295	10,196.53	44. New Hampshire....	61	57	13,225.75
18. Washington.....	125	152	10,217.52	45. Rhode Island.....	82	72	14,106.67
19. Oregon <sup>2</sup> (74).....	75	90	10,406.30	46. Massachusetts <sup>2</sup> (546)	545	453	15,112.13
20. Minnesota.....	232	277	10,433.27	47. Wyoming.....	24	19	15,348.41
21. Kentucky.....	256	306	10,435.65	48. Vermont.....	65	47	17,045.74
22. Illinois <sup>2</sup> (633).....	632	755	10,462.70	49. Delaware.....	41	27	18,916.50
23. Missouri.....	370	441	10,487.27	50. Virginia.....	453	278	20,511.12
24. Florida.....	88	100	10,914.55	51. Maryland <sup>1</sup> (467)...	469	174	33,797.55
25. Michigan.....	331	379	10,994.92	52. District of Colum- bia <sup>2</sup> (1,242).....	1,241	44	349,906.65
26. Indiana.....	319	364	11,025.12				
27. Arizona.....	25	27	11,419.73				
28. South Carolina.....	187	204	11,518.90				

<sup>1</sup> Gains by transfer, 3.<sup>2</sup> Losses by separation, 8.<sup>3</sup> Gains by reinstatement, 5.

## EXHIBIT B.

The following table shows the apportionment of appointments at Washington, D. C., from July 16, 1883, to December 20, 1915. The States and Territories are named in relative order according to the number of appointments they have received in proportion to population under the census of 1910:

State or Territory.	Appointments.			Separations.	Net appointments charged.	Number to which entitled.	Per cent received.
	Through examination.	Through reinstatement.	Through transfer, etc.				
1. Porto Rico.....	77	3	12	62	30	150	20
2. Alaska.....	3	1	1	3	2	9	22
3. Hawaii.....	24	.....	.....	15	9	26	33
4. Oklahoma.....	230	19	48	179	118	224	53
5. North Dakota.....	95	6	17	74	44	78	55
6. Texas.....	683	53	100	510	326	527	62
7. Louisiana.....	299	28	39	226	140	224	61
8. California.....	439	29	104	369	203	321	63
9. Arkansas.....	293	31	26	215	135	213	63
10. Alabama.....	403	49	44	312	189	280	63
11. South Dakota.....	112	13	32	100	57	79	72
12. Wisconsin.....	501	45	79	392	233	315	74
13. Mississippi.....	374	19	33	244	182	243	71
14. New Mexico.....	45	4	31	46	34	44	71
15. Georgia.....	543	61	117	445	276	353	77
16. Tennessee.....	436	61	104	366	235	294	68
17. Oregon.....	119	13	31	90	73	91	66
18. North Carolina.....	410	44	104	317	241	298	77
19. Illinois.....	1,178	120	241	917	622	762	76
20. Minnesota.....	416	39	94	320	229	281	77
21. Missouri.....	762	61	115	572	366	445	66
22. Washington.....	207	15	40	135	127	154	66
23. Kentucky.....	462	44	90	341	255	310	66
24. Arizona.....	36	4	21	38	23	28	73
25. Florida.....	131	16	37	98	86	102	77
26. Montana.....	75	14	25	71	43	51	77
27. Michigan.....	645	61	94	477	323	380	66
28. Indiana.....	604	59	151	497	317	365	77
29. South Carolina.....	316	26	64	222	194	205	92
30. Iowa.....	563	64	122	473	276	301	92
31. New Jersey.....	575	54	88	395	322	343	94
32. Ohio.....	1,100	161	238	888	611	644	95
33. Utah.....	99	7	21	79	48	50	98
34. Idaho.....	59	7	16	40	42	44	98
35. Maine.....	207	23	41	172	99	100	99
36. Nebraska.....	273	20	78	221	159	161	99
37. Kansas.....	383	44	115	316	226	229	99
38. West Virginia.....	205	33	87	161	164	165	99
39. Nevada.....	13	1	6	9	11	11	100
40. New Hampshire.....	128	15	27	111	59	58	100
41. Pennsylvania.....	1,812	182	418	1,360	1,062	1,036	100
42. New York.....	2,379	250	522	1,899	1,252	1,232	100
43. Colorado.....	195	18	60	161	112	108	104
44. Connecticut.....	276	42	46	207	157	151	104
45. Wyoming.....	29	2	16	25	22	20	110
46. Rhode Island.....	167	11	21	116	83	73	114
47. Massachusetts.....	1,150	72	165	843	544	455	120
48. Vermont.....	124	14	18	89	67	48	140
49. Delaware.....	76	2	16	52	42	27	158
50. Virginia.....	678	120	209	555	452	279	100
51. Maryland.....	697	118	225	570	470	175	200
52. District of Columbia.....	1,467	350	669	1,238	1,250	45	200
Total.....	22,573	2,557	5,118	17,631	12,617	12,616	.....

<sup>1</sup> Approximate.

Civil Service Rule X, section 8, clause (c) declares respecting transfers from non-apportioned to apportioned positions:

"(c) The apportionment must be observed, unless waived by the commission upon the certificate of the appointing officer that the transfer is required in the interest of good administration, setting forth in detail the reasons therefor."

A transfer from the nonapportioned to the apportioned service is charged to the apportionment of the State of which the person transferred is a legal resident. If this State has received an excessive share of appointments, such a transfer is not authorized, unless the person whose transfer is sought possesses qualifications not



possessed by eligibles tested by competitive examination, and it is not practicable to fill the position by the transfer or promotion of a person in the apportioned service.

When an employee is proposed for a transfer involving a charge to a State in excess the transfer is allowed if at the time the State is within reach of certification from the appropriate register due to the absence of eligibles from States not in excess; or if transfer is requested during the life of the register from which he was appointed to the nonapportioned service and if the State is reached in order of certification to the apportioned service.

A State is regarded as being in excess when its percentage received of the total number of appointments is greater than its percentage of the total population of the United States.

In most instances in which the apportionment is waived the State is only slightly in excess and in many instances only temporarily in excess.

In view of the necessity for a change of climate after service in the Tropics, transfers from the Philippines, Porto Rico, Isthmus of Panama, and Hawaii are treated as exceptional.

The following table shows the cases in which the commission has waived the apportionment since January 1, 1914, under the authority of the rule above quoted:

*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916.*

#### TRANSFERS AND PROMOTIONS.

Date.	Name.	State.	Transferred to—	Reasons.
1914. Jan. 28	Herring, Chas. E.....	District of Columbia.	Translator and stenographer.	Herring's qualifications in certain foreign languages, a knowledge of which was required in the Bureau of Foreign and Domestic Commerce to which he was to be assigned.
29	Hough, Edgar J.....	.....do.....	Ship draftsman, Navy Department.	Chronic lack of eligibles.
29	Dolan, Lawrence E...	Massachusetts...	Machinist, Bureau of Engraving and Printing.	Special qualifications obtained in 8 years' experience in Washington Navy Yard as general mechanic and tool maker and 6 years with Merrimack Manufacturing Co., on textile and other intricate machinery and 3 years in other machine shops in New England.
Feb. 3	Pine, David Andrew.	District of Columbia.	Personal stenographer to Attorney General.	The position required an experienced stenographer and one who had also knowledge of law. Pine was selected by the Attorney General from a number of young men who were carefully tested for the position.
4	Killian, Ray C.....	Pennsylvania...	Clerk-typewriter, office Chief of Ordnance.	Experience gained as an employee of Philadelphia Navy Yard, would be of a special benefit and services considered more valuable to the office than those of a newly certified eligible.
14	Hoch, Geo. W.....	.....do.....	Inspector (mechanician and electrical engineer), Office of Supervising Architect.	Lack of eligibles.
18	Patrick, Erwin C....	District of Columbia.	Aid, Commerce, Bureau of Standards.	Had served apprenticeship of 1 year; recommendation based on character of work and with due regard to seniority and efficiency.



*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

## TRANSFERS AND PROMOTIONS—Continued.

Date.	Name.	State.	Transferred to—	Reasons.
1914. Feb. 18	Welch, Wm. H. ....	Maryland. ....	Watchman, office of the Secretary, Interior.	Requested because of applicant being familiar with all kinds of fire apparatus, having served in District of Columbia fire department for more than 3 years: proposed to assign him to care of all paraphernalia in connection with fire protection throughout buildings of the department, especially after the installation of the chemical system.
25	Stabler, Herbert O. ....	.....do.....	Assistant district forester, Agriculture.	Stabler had been detailed to Washington office as acting director forester in supervision of Arkansas, Ozark, and Florida National Forests. These forests were to be merged with the Appalachian purchase area in the formation of a new national forest district, and his services were urgently needed in the organization of the new district by reason of his technical training and his wide experience both in everyday work on the national forests and in various responsible administrative capacities.
26	Hallock Frederick B.	Connecticut. ....	Expert lock fitter, Bureau of Engraving and Printing.	Lack of eligibles.
27	Keiss, Willard J. ....	Pennsylvania. ....	Laboratory helper, Bureau of Standards, Commerce.	State was slightly in excess—Pennsylvania being one of the States which is alternately in excess and arrears.
Mar. 9	Lauder, Wm. H. ....	District of Columbia.	Clerk, Internal Revenue, Treasury.	Services desired in income-tax division, which was then being organized, to take charge of the installation of a proper filing system. Lauder had 9 years' experience in handling files, his services in this new work was believed to be exceedingly valuable.
11	Patten, Henry B. ....	Wyoming. ....	Clerk, General Land Office, Washington, D. C.	Experience gained in field in work intimately connected with that on which he was to be assigned.
14	Bradshaw, Lewis R. .	Virginia. ....	Assistant draftsman Office of Chief of Ordnance.	Each had served sufficiently long to be entitled to promotion without further examination. Apprentices enter the service with a view to promotion after appropriate apprenticeship, and are excepted from the requirements of the apportionment, but it is the practice of the commission to waive the apportionment to permit promotion at the end of apprenticeship.
14	Sullivan, George W. .	Rhode Island. .	.....do.....	
14	Delaney, J. Leroy. ....	District of Columbia.	.....do.....	
19	Briggs, Owen L. ....	New York. ....	Clerk, Bureau of Census, Commerce.	This was a transfer in exchange with Albert Crutchfield, who desired secure change for personal reasons. New York at that time was slightly in excess having received three appointments more than its number to which it was entitled, but might reach its quota by the end of the next day.

Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.

TRANSFERS AND PROMOTIONS—Continued.

Date.	Name.	State.	Transferred to—	Reasons.
1914. Mar. 28	Gardner, Wm. B.....	Pennsylvania...	Laborer, Bureau of Navigation, Navy.	Gardner was wanted to do filing. The bureau had great difficulty in securing a man to do this work satisfactorily, and Pennsylvania was only slightly in excess.
Apr. 2	Fox, Leo E.....	New York.....	Clerk, Bureau of Immigration, Labor.	New York was slightly in excess and the employment was of temporary character.
7	Orange, Gasper.....	District of Columbia.	Machinist, Bureau of Chemistry, Agriculture.	Orange was number three on the register for toolmaker. The two eligibles higher were certified to the department and objected to as not having the necessary qualifications. The department stated that Orange worked for a long time under the personal supervision of the superintendent of its building and was known to have first-class training as toolmaker, machinist, patternmaker, foundryman, and in forging.
14	Kettner, John H.....	.....do.....	Elevator conductor, Agriculture.	Kettner was a thoroughly experienced mechanic in elevator lines, having worked for 11 years with that kind of machinery, and it was imperative that the department secure the service of a man thoroughly skilled in that work. The transfer was allowed with the restriction that Kettner shall not be eligible for promotion above the mechanical or subclerical grade.
18	Morris, Benjamin.....	.....do.....	Copyist, Bureau of Ordnance, Navy.	Familiarity with technical nomenclature used in the manufacturing of ordnance material, he having served for 1½ years at Indianhead.
May 2	Sauls, Robert A.....	Virginia.....	Clerk, Bureau of Supplies and Accounts, Navy.	The Bureau of Supplies and Accounts stated that 7 of its most efficient clerks had resigned since the 1st of January and that it was absolutely essential in order to handle the work properly that as many vacancies as possible be filled by appointment of experienced clerks.
2	Davis, Robert L.....	Maryland.....	Assistant draftsman, Office of Chief of Ordnance, War.	It is the practice to waive the apportionment to permit promotion to appropriate positions after an adequate apprenticeship, which apprenticeship these men had to their credit.
2	Krotee, Walter E.....	.....do.....	.....do.....	
15	Burns, Thornton R....	Pennsylvania...	Clerk, Panama Canal, Washington.	Burns had a thorough knowledge of Panama Canal work both on the Isthmus and in connection with field service in United States, and therefore was believed to be more valuable than a new clerk unfamiliar with the work. Pennsylvania was only slightly in excess.
18	McGee, Wilford S....	Virginia.....	Chemist in charge Washington Food and Drug Inspection Laboratory.	He was chief of the New Orleans laboratory, and his experience acquired there was believed to be of value to the work for which he was to be assigned in the Washington laboratory.

*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

TRANSFERS AND PROMOTIONS—Continued.

Date.	Name.	State.	Transferred to—	Reasons.
1914. May 20	Halbert, Charles R...	Maryland.....	Assistant examiner, Patent Office.	The position of inspector of customs at Baltimore held by Halbert had been abolished and his transfer was authorized, he having passed the assistant examiner examination.
26	Hunt, Paul J.....	District of Columbia.	Aid, Bureau of Standards, Commerce.	Allowed in accordance with the usual practice of permitting promotion where employee had served a satisfactory apprenticeship.
June 30	Davis, Calvin C.....	Maryland.....	Copyist, Bureau of Corporations, Commerce.	Davis was said by the department to possess qualifications admirably suited for the work, he having had special training in book-keeping, accounting, and an extensive governmental experience that would be of great advantage to him in the work and would make him a more acceptable employee than could be obtained through certification.
July 1	Epps, Sylvester H...	District of Columbia.	Assistant messenger, Office of Secretary of War.	The vacancy was in the immediate office of the Secretary of War who stated that the duties required a man of tact and reliable in every way, and he believed Epps to possess the necessary qualifications for the position.
7	Magee, Hugh.....	Pennsylvania...	Watchmen, post office,	The force of the mail-box repair shop in which these men were employed was reduced on account of lack of work and it was proposed to assign them to duty at the new post office building; but the appropriation for the custodian force was carried in the bill making appropriations for the Post Office Department proper. Both are veterans of the Civil War.
7	Jost, John.....	District of Columbia.	Washington.	
14	Hill, John J.....	District of Columbia.	.....do.....	On account of lack of work in the Washington, D. C. post office it was necessary to drop Hill from the roll. In view of his long and faithful service, extending over a period of 39 years, the department certified that the transfer was required in the interests of good administration.
Aug. 8	Hoover, Frank W....	.....do.....	Judge Advocate General's Office, War Department.	Experience with military papers, accounts, bookkeeping, property accounts, etc., and in law.
22	Falconer, Sydnor M., jr.	.....do.....	Commerce.....	Eligibles from the District of Columbia would have been reached for original appointment for draftsman at the Bureau of Light House to which Falconer was transferred from ordnance draftsman.
Nov. 11	McGrath, Thos. J....	.....do.....	.....do.....	Position changed from non-apportioned to apportioned service by legislation.
Sept. 17	North, Gustavus B...	.....do.....	Post Office Department.	Would have been dropped through necessary reduction of force elsewhere in the department.

Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.

TRANSFERS AND PROMOTIONS—Continued.

Date.	Name.	State.	Transferred to—	Reasons.
1914. Sept. 19	Sherfy, Carrie B. ....	Pennsylvania...	Agriculture.....	Experience in classifying, indexing, and library work and knowledge of Government publications (transferred from Government Printing Office).
Aug. 24	Reier, Geo. A. ....	District of Columbia.	Commerce.....	Completion of apprenticeship in nonapportioned position.
Nov. 10	Nicolson, Betty B....	Virginia.....	Interior.....	Her high qualifications, failure to fill the position satisfactorily otherwise, and her separation from War Department by necessary reduction of force.
1915. July 30	Frantz, Frederick G..	Pennsylvania...	Bureau of Standards, Commerce.	From field force to departmental. Pennsylvania had been reached on eligible register.
1914. Oct. 12	Ansberry, Guy A. ....	Ohio.....	Bureau Engraving and Printing, Treasury.	Long experience as machinist and expert qualifications. Ohio only slightly in excess.
Sept. 22	O'Donnell, Wm. ....	New York.....	.....do.....	Long experience as machinist and expert qualifications. New York only slightly in excess.
Oct. 5	Boutillier, Wilbur A..	Massachusetts...	Agriculture.....	Experience in field office under same department. Services needed in property accountability.
13	Wilson, John M. ....	New York.....	Interstate Commerce..	Experience in field work, fitting him for duty at Washington as senior civil engineer.
21	Scott, Howard.....	District of Columbia.	Bureau of Standards, Commerce.	Completion of apprenticeship in nonapportioned position.
22	Campbell, Frank.....	New York.....	Bureau of Engraving and Printing, Treasury.	Promoted to chief of division logically filled from lower nonapportioned grade.
Nov. 4	Shelly, John.....	.....do.....	Interior.....	Long experience along lines desired. New York would have been reached later for original appointment.
16	Richardson, Wm. H..	District of Columbia.	.....do.....	Detailled from Government Printing Office for 25 years, in charge of branch bindery. Detail terminated by legislation. Approved under Executive order Nov. 22, 1907.
12	Eliason, Raymond O.	.....do.....	War.....	Practical experience in ordnance drafting not possessed by other eligibles.
14	Heartwell, Robt. F..	Virginia.....	Internal Revenue, Treasury.	Would have been dropped after 17 years' experience along line of work desired, on account of necessary reduction of force.
21	Cleal, Sydney B. ....	New York.....	Bureau of Naturalization, Labor.	Of these 5 employees in the Immigration Service, Burke was at Boston and the others at New York. They would have been dropped by necessary reduction of force because of decreased immigration due to the war in Europe.
21	Olmsted, J. Clark....	.....do.....	.....do.....	
21	Davidson, Robt. W..	.....do.....	.....do.....	
21	Bradshaw, Frederick.	.....do.....	.....do.....	
21	Burke, John B. ....	Massachusetts...	.....do.....	
Dec. 4	Bennett, Bertha M...	Virginia.....	Agriculture.....	Would have been dropped from field force because of transfer of the work to Washington. She had gained technical knowledge and would have been difficult to replace.

*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

TRANSFERS AND PROMOTIONS—Continued.

Date.	Name.	State.	Transferred to—	Reasons.
1914. Dec. 16	Molyneaux, Chas. de F.	New York.....	Treasury.....	Would have been dropped from Immigration Service, New York City, because of necessary reduction of force due to European war.
9	Graham, Geo. A.....	Maryland.....	War.....	Transferred from field work because of thorough training as draftsman.
9	Fuller, John J.....	District of Columbia.	Reclamation Service, Interior.	Promoted to draftsman (apportioned) from apprentice (nonapportioned) because of valuable experience, the latter position leading logically to the former.
18	Brown, Alvin McC...	Maryland.....	Judge Advocate General, War.	Knowledge of law, and stenographer and typewriter
1915. Jan. 19	Mathews, P. J.....	New York.....	Auditor for War Department, Treasury.	Need of first-class transportation clerk.
Mar. 5	Terrell, W. D.....	.....do.....	Commerce.....	Only radio inspector in service available for proposed assignment.
15	Nelson, J. W.....	Wyoming.....	Forestry, Agriculture.	Exceptional fitness for inspector of grazing by reason of long and varied experience in field service.
15	Fulton, W. L.....	Vermont.....	Interstate Commerce.	Transferred because of lack of eligibles for civil engineer
16	Stanton, T. R.....	Maryland.....	Bureau of Plant Industry, Agriculture.	4 years experience with cereals in field service, made service as assistant in oil investigations desirable in Washington, D. C.
16	Rothgeb, B. E.....	Kansas.....	.....do.....	Experience with grain sorghum varieties required his transfer to act in charge of the grain sorghum project, Office of Cereal Investigations.
19	Fisher, J. C.....	New York.....	Weather Bureau.....	Experience in meteorological work.
30	Marshall, C. G.....	Pennsylvania...	Bureau of Plant Industry, Agriculture.	Change of work necessitating change of location.
Apr. 3	Jennings, H.....	District of Columbia.	Agriculture.....	Experience as telephone operator and knowledge of Government telephone system in Washington.
6	Bryan, M. J.....	.....do.....	War.....	Experience in methods of War Department, particularly handling military papers.
8	Martin, E. F.....	.....do.....	Bureau of Engraving and Printing.	19 years experience as fireman; experience as stoker and power house fireman charge of boiler house at times.
May 10	McAuliffe, W. J.....	Massachusetts...	Office Chief of Engineers.	Furloughed as junior engineer at Boston for lack of work, and best qualified for Washington office.
Apr. 22	Johnson, A. H.....	Connecticut.....	War.....	Representation of department of need of assistant messenger in office of Secretary, of trustworthiness and ability to deal with the Secretary's official callers.
22	Sunwold, H.....	New York.....	Post Office Department.	Long experience in the Postal Service. New York only slightly in arrears.
May 12	Smith, H. R.....	.....do.....	Interior.....	Watchman in office of the Secretary. Long service and New York only slightly in arrears.
12	Dey, W. S.....	Virginia.....	Treasury.....	Ability to audit difficult and intricate ship and navy yard accounts.
June 2	Kerr, C. O.....	New York.....	Adjutant General's Office, War Department.	Experience in handling military matters.

*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

**TRANSFERS AND PROMOTIONS—Continued.**

Date.	Name.	State.	Transferred to—	Reasons.
1915. June 9	Waters, M. T.....	Colorado.....	Forestry Service, Agriculture.	Long experience with Forest Service work, as stenographer and typewriter.
15	Robbins, G. W.....	Maryland.....	Census Office.....	Very satisfactory experience in census work.
21	Tancil, J. M.....	District of Columbia.	Office Secretary of War.	Temporary transfer. Accidental omission of appropriation for his position.
July 12	Duckett, A. B.....	Maryland.....	Bureau of Entomology.	Necessity of continuing his field investigations in Washington, D. C., in insects.
12	White, W. H.....	do.....	do.....	Do.
27	Raub, A. J.....	New York.....	Bureau of Animal Industry.	To assume charge preparing reports on contagious diseases in live-stock and interstate transportation.
Aug. 5	Jacobs, J.....	Maryland.....	Bureau of Entomology.	Inadvertent transfer by department several years before without approval of commission.
26	Johnston, A. F.....	Wyoming.....	Public Roads, Agriculture.	Transfer of field station to Denver and requirement of a stenographer there in place of Johnston.
Sept. 23	Corridon, J. B.....	District of Columbia.	Second Assistant Postmaster General.	Long experience in Washington post office and special qualifications for pioneer work in extension of combined screen wagon service.
28	Cross, C. A.....	Virginia.....	State Department.....	Educated man, with knowledge of telegraphy and ability to decipher code messages.
28	Duffy, J. A.....	New York.....	Bureau of Engraving and Printing, Treasury.	Expert machinist, with actual knowledge of future duties.
Nov. 2	Howlett, B. C.....	Massachusetts...	Office of Treasurer....	Long experience; 17 years in Treasury and subtreasury.
6	Omohundro, C. M....	New York.....	do.....	Exchange transfer to put each employee in position best suited to him.
11	McCormick, O.....	Pennsylvania...	Bureau of Animal Industry, Agriculture.	Training and experience making transfer in interest of the service. Pennsylvania only slightly in excess.
16	Patterson, R. W.....	District of Columbia.	Justice.....	Clerk in Executive Office; transferred after 2 years' service (Rule X, par. 4).
18	Hallstrom, W. A.....	New York.....	War Department.....	11 years' experience as headquarters clerk and 4 years' as enlisted clerk and familiarity with Army work.
24	Zalkind, J.....	New Hampshire	Agriculture.....	In exchange. Both men desired transfer which involved change to New Hampshire, but relieved Massachusetts, which was more greatly in excess.
Dec. 14	Everett, W. F.....	Pennsylvania...	Office Chief of Engineers.	14 years' experience in public service and consequent value of services.
30	Winters, H. H.....	New York.....	Clerk, \$1,000, Treasury.	Experience as stenographer and typewriter. New York barely in excess.
1916. Jan. 8	Phillips, L. F.....	Rhode Island...	Clerk, \$900, Agriculture.	Long experience in general clerical work and desirable qualifications.
Feb. 4	Baker, Arthur C.....	Virginia.....	Entomological assistant, \$2,000, Agriculture.	Only man qualified to take charge of a collection.
7	McCarthy, Bartholomew.	Massachusetts...	Clerk, \$900, Indian Office.	Need for service in the Indian Office of persons with field experience under that office.



*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

**TRANSFERS AND PROMOTIONS—Continued.**

Date.	Name.	State.	Transferred to—	Reasons.
1916. Feb. 15	Gray, Chas. C.....	District of Columbia.	Watchman, Post Office Department.	Position in the Railway Mail Service discontinued, and because of his 35 years' service.
24	Sparhawk, W. N.....	New Hampshire.	Forest examiner, \$1,700, Agriculture.	No one in office qualified to take up systematic study of fire protection.
26	Bishop, John M.....	New York.....	Clerk, \$1,600, Treasury.	Field experience. New York slightly in excess.
Mar. 8	Leach, Anna B.....	Pennsylvania...	Stenographer and typewriter, \$900, Agriculture.	Experienced stenographer and clerk.
8	Brown, E. A.....	Maryland.....	Assistant agriculturist, \$1,800, Agriculture.	Training in the field and familiarity with administrative work, which he had performed while on detail.
8	Thomas, E. V. B....	District of Columbia.	Draftsman, War Department.	Had completed apprenticeship.
8	Barnes, Alice C.....	Pennsylvania...	Clerk, \$1,200, Post Office Department.	Eight years' service as private secretary to postmaster, and clerk in Washington, D. C., post office Pennsylvania only slightly in excess.

**PROMOTIONS.**

Date.	Name.	State.	Promotion.	Reason.
1914. Dec. 11	Kessler, William J...	District of Columbia.	Apprentice pressman to pressman.	Completion of apprenticeship.
1915. Feb. 13	O'Brien, J. A.....	do.....	do.....	Do.
Mar. 22	McClure, C. R.....	do.....	do.....	Do.
Nov. 1	Keroes, William.....	do.....	Apprentice plate cleaner to plate cleaner.	Do.
1	McCallum, D. W.....	do.....	do.....	Do.

**WAIVERS OF THE APPORTIONMENT, ORIGINAL APPOINTMENT.**

Date.	Department.	State.	Position.	Bureau.	Reasons.
1914. Sept. 1	Interstate....	New York.....	Senior civil engineer.	.....	The Interstate Commerce Commission desires to appoint a person eligible with the highest rating who was believed to be the most qualified man for the work. He was from New York, which is slightly in excess.
Oct. 9	Agriculture...	Massachusetts...	Assistant in cotton marketing.	Markets.....	The eligible person highest on the list had experience assessed by the competitors. The department stated that the interests of the administration warranted the waiver of the apportionment that this man might be selected.

Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.

WAIVERS OF THE APPORTIONMENT, ORIGINAL APPORTIONMENT—Continued.

Date.	Department.	State.	Position.	Bureau.	Reasons.
1915.					
Jan. 5	Agriculture..	<div>New York.....</div> <div>Louisiana.....</div> <div>Georgia.....</div> <div>Mississippi.....</div> <div>Georgia.....</div> <div>South Carolina..</div> <div>Texas.....</div> <div>South Carolina..</div> <div>Mississippi.....</div> <div>Missouri.....</div> <div>Alabama.....</div>	<div>Assistant in cot-</div> <div>ton business</div> <div>methods.</div> <div>Specialist in cot-</div> <div>ton classing.</div> <div>Assistant in cot-</div> <div>ton classing.</div>	<div>Markets.....</div> <div>do.....</div> <div>do.....</div>	<div>These appointees were</div> <div>needed in connection</div> <div>with the execution of</div> <div>the United States cot-</div> <div>ton futures act. It was</div> <div>necessary to appoint</div> <div>the very best men</div> <div>available in the organi-</div> <div>zation of a board of ap-</div> <div>peals to arbitrate cot-</div> <div>ton tendered in settle-</div> <div>ment of future con-</div> <div>tracts in New York</div> <div>and New Orleans.</div> <div>The eligible selected from</div> <div>certificate issued under</div> <div>the apportionment de-</div> <div>sired to delay reporting</div> <div>for duty. The depart-</div> <div>ment needed a man at</div> <div>once and a certificate</div> <div>containing the names</div> <div>of the only remaining</div> <div>eligibles (3), including</div> <div>one from the District</div> <div>of Columbia who had</div> <div>served under tempo-</div> <div>rary appointment and</div> <div>whose services were</div> <div>eminently satisfactory,</div> <div>was issued.</div> <div>W. D. Pierce had served</div> <div>for a number of years in</div> <div>the excepted position</div> <div>of agent and had ren-</div> <div>dered very valuable</div> <div>service. He passed the</div> <div>examination for ento-</div> <div>mological assistant, but</div> <div>because he had in con-</div> <div>nection with his official</div> <div>duties as agent been re-</div> <div>quired to serve in</div> <div>Washington, D. C., for</div> <div>a considerable period</div> <div>his domicile necessarily</div> <div>became District of</div> <div>Columbia, thus pre-</div> <div>cluding his certification</div> <div>to an apportioned posi-</div> <div>tion, as there were a</div> <div>sufficient number of</div> <div>other eligibles.</div> <div>Department needed an</div> <div>executive assistant in</div> <div>handling the food and</div> <div>drug inspection work</div> <div>as well as a research</div> <div>chemist. Such a man</div> <div>could not be reached</div> <div>except by waiver of the</div> <div>apportionment.</div> <div>The position in addition</div> <div>to good stenographic</div> <div>ability required tact</div> <div>and judgment in the</div> <div>handling of the impor-</div> <div>tant duties of a private</div> <div>secretary. On account</div> <div>of the high salary,</div> <div>\$1,800, the highest three</div> <div>eligibles on the stenog-</div> <div>rapher and typewriter</div> <div>register from all the</div> <div>States and Territories,</div> <div>excluding the District</div> <div>of Columbia and the 2</div> <div>States most greatly in</div> <div>excess, were certified.</div>
Apr. 12	Post Office ..	District of Co-lumbia.	Awning maker....	Postmaster General's Office.	
May 1	Agriculture..	do.....	Entomological as-sistant.	Entomology ..	
July 12	do.....	Maryland.....	Organic chemist...	Chemistry.....	
Dec. 2	Treasury ....	Massachusetts...	Private secretary to Assistant Secretary of Treasury (qualified as stenographer).	Assistant Secretary's Office.	

*Cases involving waiver of apportionment from Jan. 2, 1914, to Mar. 15, 1916—Contd.*

WAIVERS OF APPORTIONMENT, ORIGINAL APPOINTMENT—Continued.

Date.	Department.	State.	Position.	Bureau.	Reasons.
1915. Dec. 4	Justice.....	District of Columbia.	Telegraph and telephone switch-board operator.	Attorney General's Office.	A telegraph operator with experience as telephone operator was needed, and an eligible with such combination of qualifications could be reached only by waiving the apportionment.

Mr. McILHENNY. There is another way in which the quota of the District of Columbia and of Maryland and of Virginia is added to under the apportionment, and that is by transfer.

Senator ROBINSON. Will you explain that?

Mr. McILHENNY. Take the instance of a clerk who has been appointed as a stenographer and typewriter at the Norfolk Navy Yard in Virginia. He has been in the supply division. He serves there for five or six years. He is presumably a capable and bright man, and after serving there for five or six years he becomes highly trained in all of the procedure of the supply division of the Navy Department. A vacancy occurs in the Navy Department here in Washington. The department desires to transfer this now trusted, highly qualified, highly trained man from the Norfolk Navy Yard to the departmental service at Washington. It can not be done except by a waiver of the apportionment. Where it is demonstrated that the contention of the department is a bona fide contention, that there is a need here for the services of a man of such training, and that the man sought to be transferred has really acquired that training—and this is a matter that the commission goes into carefully—the commission would waive the apportionment and permit the transfer.

Senator OVERMAN. That would make a vacancy at Norfolk?

Mr. McILHENNY. That would make a vacancy at Norfolk.

Senator OVERMAN. Then do you certify a Virginia or Maryland or District of Columbia man there to fill that position?

Mr. McILHENNY. I will explain that in this way, Senator: Virginia is in the fourth district. Virginia, Maryland, North Carolina, and West Virginia comprise the fourth district of the Civil Service Commission. Now, a vacancy occurs there in the grade of stenographer and typewriter.

Senator OVERMAN. One minute, before you leave that: Transferring from Norfolk this man in the naval supply division, because of efficiency, makes a vacancy at Norfolk, does it not?

Mr. McILHENNY. Yes.

Senator OVERMAN. Do you certify a man for that vacancy according to the apportionment, pro rata?

Mr. McILHENNY. No.

Senator OVERMAN. Or do you charge this man who is transferred up to Virginia, if he is transferred?

Mr. McILHENNY. Yes.

Senator OVERMAN. Then that lessens her——

Mr. McILHENNY. It adds to her burden under the apportionment.

Senator OVERMAN. It adds to her burden; yes. Then, I can not see how each State, even under that rule, would not have its pro rata. I wish you would explain that to me. Do you certify a Virginia man to fill that place?

Mr. McILHENNY. Well, yes; we do certify a Virginia man to go in from the top of the list, from the locality. The requisition then comes to us for a stenographer and typewriter to fill a vacancy at Norfolk, and we certify from the register which is most available, which is the local register for Norfolk, Va., and its immediate vicinity. There is no use in certifying from West Virginia or somewhere else and forcing the people at Norfolk to take an unusual time in filling that place; so we use the register that is most available, that of the immediate vicinity. If there are none on that register we go then with the wider circle.

Senator SMOOT. Virginia ought to be charged with the man that is transferred from Norfolk here.

Mr. McILHENNY. She is.

Senator SMOOT. Nearly every appointee that Utah has comes to Washington. They are here in the departments.

Senator OVERMAN. I say, that is the reason I can not understand how it operates. Virginia is burdened with it, and she has her pro rata.

Mr. McILHENNY. She has much more than her pro rata.

Senator ROBINSON. I think that accounts for the way in which she does get it.

Senator OVERMAN. She ought not to have any more.

Mr. McILHENNY. But you can not deny the department or the service here the right of the use of a highly qualified and specialized man solely because he comes from Virginia, because Virginia has had a little more than her quota. We restrain Virginia and the District of Columbia and Maryland just as far as we can; but when it is demonstrated that it is for the good of the service that this man from Virginia should be appointed, he is appointed.

Senator OVERMAN. Then you might have many more charged to Virginia than her share, according to that?

Mr. McILHENNY. As it stands, the District of Columbia has the most, next comes Maryland, then comes Virginia, and they have been that way ever since I have been on the Civil Service Commission.

Senator SMOOT. Are there any other items you want to refer to?

Mr. McILHENNY. I wanted to emphasize, especially, the necessity for these clerks, Senators. If it is possible, for the good of the service—not for my good; it does not do me a bit of good one way or the other—I should like to have these clerks. I can not administer this work properly unless you give them to me.

Senator SMOOT. The House gave you 12 additional employees, \$13,000 extra appropriation, did they not?

Mr. McILHENNY. Yes, sir.

Senator SMOOT. Now you want 11 clerks and 1 examiner in addition?

Mr. McILHENNY. Yes, sir; if you please. We have asked for 1 fireman-watchman, 1 additional watchman, 2 firemen, and 1 additional laborer; but I can get along for another year without those, and I do not press that request at all. I do most earnestly urge those 12 clerks, however.

## FIELD EXAMINERS.

Now, the 5 field examiners:

Senator SMOOT. What did you want in the way of an addition to these field examiners?

Senator ROBINSON. Where is that?

Senator SMOOT. On page 31, at the bottom.

Mr. McILHENNY. This is one of the curious things which I can not understand about the action of the House Appropriations Committee. By what I am sure was a clerical error, there was a transposition of figures. They originally granted us five field examiners at the rate of \$1,500 per annum, and the bill carried an appropriation of \$7,500 for that fiscal year.

Senator SMOOT. The figures have been transposed.

Mr. McILHENNY. Then there was a transposition of figures, and the next year it read "\$5,700."

Senator SMOOT. Five field examiners at \$1,500 each would be \$7,500.

Mr. McILHENNY. Yes. I have begged them to change that back, but they will not do it, and it just cuts me out of one examiner and a part of the salary of another examiner.

Senator SMOOT. Three hundred dollars of the other examiner's salary?

Mr. McILHENNY. Yes. I do not know what to do.

Senator ROBINSON. You notice they do not say it is for "five field examiners." They simply say, "for field examiners."

The CHAIRMAN. Still, at \$1,500 per year, it would not come out right.

Mr. McILHENNY. Yes; it is only divisible by five.

Senator SMOOT. I think that ought to be fixed.

Mr. McILHENNY. Those are the most pressing needs. I have very pressing need for those men at the present time. They are really an economy, because it curtails the traveling expenses of the commission materially to have these qualified men at different stations throughout the United States, whereas otherwise I would have to send the people from the Washington office.

## TRAVELING EXPENSES.

The next item, and my last item, is the traveling expenses.

Senator OVERMAN. On what page is that?

Senator ROBINSON. Page 31, the paragraph next to the last one.

Mr. McILHENNY. The House has been good to me in this matter, in this respect: I asked for \$8,000, and they gave me \$6,000; but when I asked for \$8,000 I asked for what I considered a bedrock estimate of the actual needs of the commission, as shown by our previous experience, and I want \$8,000. I want \$2,000 more. If I do not get the \$2,000 more, it simply means that I shall have to come to the Congress and beg and plead for an emergency appropriation.

The CHAIRMAN. Is that for traveling expenses?

Mr. McILHENNY. That is for traveling expenses. It covers the entire United States. It is used in connection with all of the examinations that are held, all of the investigations that are held, and every imaginable activity of the commission.

The CHAIRMAN. The amount in the bill seems to be \$18,000.

Mr. McILHENNY. It is.

Senator ROBINSON. He asks for something in addition to that.

Mr. McILHENNY. I am asking for an additional \$2,000, to make it \$20,000.

Senator SMOOT. The amount that was estimated for——

Senator OVERMAN. They allowed \$12,000.

Senator SMOOT. No; we gave him \$12,000 last year.

Senator OVERMAN. Yes.

Mr. McILHENNY. But we have asked for \$20,000, you see, Senator, for years.

The CHAIRMAN. And you say you can not get along without that?

Mr. McILHENNY. Senator, I am just as sure as I live that we will come here and ask for a deficiency appropriation of anywhere from \$2,000 to \$2,500.

Senator OVERMAN. You had a \$6,000 deficiency last time.

Mr. McILHENNY. Yes, sir. The reason we scraped through with a \$6,000 deficiency—and we will do the same this year—is that when we find that our appropriation is depleted, that it is not enough, we do not know that we are going to get a nickel. Therefore I cut off all traveling, absolutely. I have not held an investigation in the commission since last November, until about the 1st of March. I stopped all traveling whatsoever. I will not do a lick of work. I just keep my people at home, and do the clerical work that comes to me, but not a man puts his foot out of his office. That is not for the good of the service.

Mr. OVERMAN. What are these traveling expenses for? Do you send men out for examinations? Usually, when you hold these examinations you send for some man down in the post office to hold the civil-service examination, do you not?

Mr. McILHENNY. Yes. We have what are termed our regularly scheduled spring and fall examinations. Those are the examinations for the departmental service here in Washington, in conjunction with the field services, such as first-class post-office examinations and examinations for the customs service; and they are held throughout the entire United States on virtually the same dates. To hold them, we send our district secretaries—one at Atlanta, one at New Orleans, one at St. Louis, one at San Francisco, one at Seattle, one at St. Paul, one at Chicago, one at Cincinnati, one at New York, one at Boston, one at Philadelphia, and one here in Washington—out in a tour through their districts, not only to hold some of the examinations themselves, but to supervise the holding of the examinations by the local boards who are not on the payroll of the commission, men appointed from the customs or from the Post Office Department to do the work of the commission in the field.

Senator OVERMAN. You send out questions for answers?

Mr. McILHENNY. Yes; all sorts of examinations.

Senator OVERMAN. You have a local board in my town which holds the examination?

Mr. McILHENNY. Yes.

Senator OVERMAN. You never send a traveling man there?

Mr. McILHENNY. Yes. The secretary of the fourth district travels in the spring and in the fall.



Senator OVERMAN. Yes; but I am referring to other examinations, different times.

Mr. McILHENNY. No. But these routes are made up because of the importance of these spring and fall examinations, and besides, it is necessary that some one keep his hand over the local secretaries and the local boards, to see that they are administering their work properly. To make those four trips costs about \$4,000. That district secretary had also to go to the navy yards and to the engineer headquarters quarterly to rate the papers for the people who are being examined, once each quarter for the navy yard service and for the engineer service. Then we have about 500 examinations a month for the fourth-class postmasters and rural carriers. That costs about \$6,000 a year. With the six thousand and the four thousand, which are just as certain as taxes, there is ten thousand out of the twelve thousand that was formerly granted to us used up in those two fixed charges, as you might term them, and it leaves us, for all of the other work, for investigations of political activity, the investigations of charges filed against individuals, and the proper supervision which the commission itself should exercise over its field service, little or nothing with which to travel. I think that we should have at least \$10,000 over what might be termed the fixed and established charges of the commission.

We have been seeking to reorganize and establish on a sounder basis all of this vast machinery of the local boards. We have 3,200 of them, scattered throughout the United States. We have them now in a town, for instance, and it has a circle of effective service around it. If there is a fourth-class postmaster on one side, here the local secretary goes out and holds an examination for it. It costs from \$3 to \$10 to hold that examination. I have been trying to reorganize so that we would have a rural carrier located in one place, a fourth-class postmaster located in another place, and the board spread out over the local territory, with a local secretary in charge, so that when an examination is held for fourth-class postmaster or rural carrier in the vicinity of this board, it can be held at little or no expense to the Government. The local member of the board is there on the ground. It takes a great deal of time and a great deal of money to establish the boards in that way, because it is not possible for the member of the local board to be selected by anyone other than the secretary himself, for otherwise we are not at all assured of getting a properly qualified man for the rather confidential and exacting work of the commission. That is only one of the many items that go to make up the additional fund for travel that is necessary.

Senator SMOOT. Are there any other items in which you are interested?

Mr. McILHENNY. I had not intended to ask for any increases in salaries, but I would very much like to have the committee consider the request of the commission for an increase in the salaries of the district secretaries. These men are required to do very difficult administrative work. They have huge territories under their charge. They are supposed to be men of executive ability, tact, and discretion to an unusual degree, and we find the utmost difficulty in getting and holding men of the requisite ability and character in the service at the salaries that we are forced to pay.

Senator SMOOT. Is there more responsibility on your district secretary than there is upon your secretary to the commission?

Mr. McILHENNY. No.

Senator SMOOT. We give the secretary to the commission \$2,500.

Mr. McILHENNY. You give him \$2,500, and I have been urging Congress for a number of years to materially increase that salary.

The CHAIRMAN. I just want to call your attention at that point to these increases of clerks and increases of salaries. It is not a question of disposition on the part of the committee or of Congress to cut these down, or a disposition to be generous in raising them, but it is almost a question of necessity. There is hardly a department of the Government, there is hardly a man in the employ of the Government in the city of Washington, not asking for an increase. Secretary Lane appeared before this committee and said he knew every man in the Interior Department was asking for an increase; that there was not an exception, and he thought it was true of the other departments also. There is such an avalanche of these things that come to us that it is very difficult for us to do what seems to be necessary, because others come with the same strong statements you do. Dr. Blue, from the Public Health Service, was here this morning, and he asked. I think, for seven additional clerks, and he got three. He asked for such and such increases in salaries, and he got none. So it goes through all the departments. The condition is so overwhelming, according to the reports that come to us from chiefs of bureaus, that the necessity in one place seeming to be as urgent as in another, they all saying it is necessary, that if we accede to them, it would stop the wheels of Government. I just want you to understand that when we do not give these increases, it is from an inability to meet the requirements.

Mr. McILHENNY. We recognize that, and you notice that we have not said a word about the commissioners or the chief examiner or the assistant chief examiner, all this list that I made as strong an appeal for in the House as I could.

Senator SMOOT. If we established all the bureaus in the Public Health Service that are now being asked for, it would not be seven clerks, it would be several hundred.

Mr. McILHENNY. These district secretaries occupy a different position. You can not get properly qualified men to do this work and stay there at the salaries that we are paying them now.

Senator SMOOT. That is what Dr. Blue said this morning as to the salary he wanted raised. He said, "I am going to lose a man who is invaluable." They all bring us that same view.

Mr. McILHENNY. I will tell you what I did. I went to Mr. Burleson and I went to the Secretary of the Treasury, and I asked them if it were established that it was permissible, whether they would not join with me in increasing the salaries of these men, and they said they would. I went to the comptroller and he said, "There is no law against it, and if you and Mr. Burleson decide that it is necessary and proper and wise that it should be done, we will do it." Mr. Burleson carried that just as far as he could by appointing them as, say, clerks at \$600, letting them draw two salaries, and doing additional work, dovetailing it in the department. Mr. Burleson knows the value of it, and was perfectly frank to say he was entirely willing

to do it, not for the individual, but for the service to the Government, but he said, "I can not carry them any longer. On the first day of next July every one of those has to come back."

Senator SMOOT. There are not very many of them, are there?

Mr. McILHENNY. There are not very many. There are four or five.

Senator SMOOT. That ought never to be allowed.

Mr. McILHENNY. What I am trying to do is to get the best service for the Government, and to render the most efficient service possible for the Government. The principle on which I went to Mr. Burleson and asked him to do this was this, here is such an office as the post office in New York, or the post office in Chicago, or the post office in St. Louis. The district secretary is also in each one of those cities. Those are the three largest post offices in the United States. The work of handling the personnel of those offices is tremendous. It is a tremendous burden on the postmaster. If it is done correctly, it is comparatively easy; if it is not done correctly, it becomes more and more complicated from day to day, and takes more and more of his time as an executive officer. The district secretary is supposed to be and is an expert on all matters pertaining to civil service, and is more or less an expert in efficiency matters.

I said, "Appoint a committee on personnel in your post office. Let that committee be composed of two men, yourself one, if you please, and the third the district secretary. He sits in there to assist you, to advise you, and to make smooth your administration of the personnel and the handling of all the questions relative to the personnel of your department. It is true that you have a right to call on him now in this case or that case or the other case, but it is not part of his duty to do daily the work of a member of that committee of personnel, and it is because I would like to have him assigned daily to that work, and brought into that close personal contact with your office for this specific purpose, that I ask you to appoint him, say, to a clerkship at \$600." It has worked out most excellently. The only difficulty about it is that Mr. Burleson properly thinks that he has reached the point where he should not do it any longer because of the economies in other directions which he has brought about in his department.

Senator SMOOT. I thought there was a law against that.

Mr. McILHENNY. Only as to salaries of \$2,500.

Senator SMOOT. That is the limit, is it?

Mr. McILHENNY. Yes. If you receive a salary of more than \$2,500 it is not possible to draw two salaries.

Senator SMOOT. I thought there was a general law against drawing two salaries.

Senator OVERMAN. Get the law and let us see what it is.

Mr. McILHENNY. I went personally to the comptroller and asked him about it and told him exactly what I had in mind, and he said, "Mr. McIlhenny, if you and Mr. Burleson decide that this is really for the good of the service I find no reason why I should object to it at all."

Senator SMOOT. The law reads:

No person who holds an office the salary or annual compensation attached to which amounts to the sum of \$2,500 shall be appointed to or hold any other office to which compensation is attached unless specifically heretofore or hereafter specifically author-

ized thereto by law. But this shall not apply to retired officers of the Army or Navy whenever they may be elected to public office or whenever the President shall appoint them to office, by and with the advice and consent of the Senate.

Senator ROBINSON. That does not seem to relate to combined salaries.

The CHAIRMAN. I did not know of the limitation of \$2,500.

Senator ROBINSON. That simply prohibits appointing an officer who has a salary of \$2,500 per annum to any other office with compensation.

The CHAIRMAN. That is right.

Mr. McILHENNY. Do you not remember that this question was raised when Piatt Andrew was the Assistant Secretary of the Treasury and was serving on the Economy and Efficiency Commission? I think he was getting \$5,000 as Assistant Secretary and getting \$2,500 as a member of the Economy and Efficiency Commission. I remember there was some talk about it. The question was raised in the Senate that although it was against the law, there was no penalty attached to it.

Senator OVERMAN. Senator Aldrich also took him abroad, did he not?

Mr. McILHENNY. I know; but that was a different thing.

Senator OVERMAN. And he got a salary on the Monetary Commission besides, and charged \$400 for crossing the ocean.

Senator SMOOT. He was only paid expenses; he was not paid any salary.

Senator OVERMAN. It cost \$400.

Senator SMOOT. I do not know as to the amount of the expenses.

Senator OVERMAN. That would be about the amount of the salary.

Senator ROBINSON. Under that statute, if one were drawing a salary as district secretary of \$2,000 or \$2,400, there is no prohibition that would prevent him from receiving \$600 or \$1,000 as clerk.

Mr. McILHENNY. I do not think so.

Senator ROBINSON. It might involve the question of policy.

Mr. McILHENNY. It is only a question of whether the service is rendered, or warrants the additional expenditure.

Senator ROBINSON. The prohibition does not prohibit persons who have salaries less than that from drawing any other salary?

Mr. McILHENNY. What we are asking for is that you increase these salaries, two of them, \$600.

Senator SMOOT. That is, the two districts secretaries?

Mr. McILHENNY. At \$2,400. We want to increase them to \$3,000. One district secretary at \$2,200. That will be an \$800 increase. One district secretary at \$2,000, increased to \$3,000.

Senator SMOOT. Do you want only one of the four?

Mr. McILHENNY. Yes; only one at \$2,000 increased; two district secretaries.

Senator SMOOT. What do you want that increased to?

Mr. McILHENNY. Increased to \$3,000.

Senator SMOOT. One of the four?

Mr. McILHENNY. Two district secretaries at \$2,000 increased \$800 each, making their salaries \$2,800.

Senator SMOOT. You want the one at \$2,200 increased to \$3,000, and you want two of the four at \$2,000 increased to what?

Mr. McILHENNY. I want those increased to \$2,800; and four at \$1,800.

Senator SMOOT. Four of the five?

Mr. McILHENNY. Yes; at \$1,800, increased to \$2,800.

Senator OVERMAN. A thousand dollars increase.

Mr. McILHENNY. A thousand dollars increase on those \$1,800 men. That is a highly desirable thing, and these other increases are also. But the two important things are those clerks and a traveling examiner, \$1,800, and the \$2,000 for traveling expenses. \$2,000 and \$1,800 are very trivial, but they are important for us, because we are very poor. Those clerks are an absolute necessity.

I am very much obliged to the members of the committee for having listened so attentively to us this morning.

(Thereupon, at 12 o'clock noon, the committee took a recess until 3.30 o'clock p. m.)

#### AFTER RECESS.

The subcommittee reassembled, at the expiration of the recess, at 3 o'clock p. m.

Present, Senators Martin (chairman), Overman, Robinson, and Smoot.

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, March 15, 1916.

HON. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,  
United States Senate.*

SIR: I have the honor to invite the attention of your committee to the appropriations for this department provided in the legislative, executive, and judicial appropriation bill for the fiscal year 1917 (H. R. 12207) passed by the House of Representatives March 14, 1916, which in a number of instances do not conform with the estimates of the department. These estimates had received careful scrutiny and were pared to the minimum before submission to Congress. The following items omitted from the bill are accordingly submitted for the consideration of your committee, and I earnestly recommend their inclusion in the bill before its introduction in the Senate:

#### OFFICE OF THE SECRETARY.

Page 34, line 9, in lieu of 3 assistant secretaries, at \$5,000 each, insert 3 assistant secretaries, at \$7,500 each.

On page 45 of my Annual Report for 1915, I made the following recommendation:

"I desire to recommend most earnestly to the Congress that the salaries of the Assistant Secretaries of the Treasury be increased from \$5,000 to \$7,500 per annum. The present compensation of \$5,000 per annum is wholly inadequate for these important positions. It is a great injustice to the able men who now occupy the positions of Assistant Secretaries of the Treasury to be forced to work for inadequate compensation. They are rendering highly useful services to the country of far greater value than the pay they receive. It is not every Assistant Secretary who has independent means to help him support himself in a position for which the Government compensates so poorly. We must keep men of ability in these positions. It would advantage the Government in every way to pay the Assistant Secretaries the small increase I have suggested, involving, as it does, for the three, an additional appropriation of only \$7,500 per annum."

I trust this recommendation may receive the approval of your committee.

#### OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

Page 34, line 25, in lieu of "three clerks of class 1," insert "four clerks of class 1."

At present there are two \$1,200 clerks on the chief clerk's roll. The estimates for 1917 requested four clerks at \$1,200, one by transfer from the Treasurer's office, and



the other being a change in the designation of the telegraph operator at \$1,200 from telegraph operator to clerk. The House granted an increase of one \$1,200 position, with the qualifying clause that the person must be transferred by reducing on July 1 an employee on the Treasurer's roll at \$1,400. The House at the same time struck out the position of telegraph operator. As it is now, we are short this position, which is vitally needed. Another position at \$1,200 should be added, making the total four clerks of class 1, or the additional employee should be clerk and telegraph operator. In this connection see the committee's grant on page 35, line 4, one telephone and telegraph operator, \$1,200.

Page 35, line 5, in lieu of "chief engineer, \$1,400," insert "chief engineer, \$1,800."

In its estimates the department requested an increase in this salary from \$1,400 to \$1,800 per annum. The duties of this position have increased considerably during the past year or so. A new elevator has been installed in the Butler Building, and the chief engineer has been required to take charge of the operation of the heating plant in the Auditor's Building, formerly the old Bureau of Engraving and Printing, also the elevators in said building. He has charge of the extensive plant in the Treasury Building, embracing heating, elevator service, ice plant, plumbing, etc. The present incumbent of the position is a wide-awake engineer, and is actively engaged all the time in looking after the interests of the department in this respect. He is also of valuable assistance to the office in its work of supervising the upkeep of the numerous buildings in squares 226-230, inclusive. In these five squares are located many large buildings.

Page 35, lines 10 and 11, in lieu of "foreman of laborers, \$1,000," insert "foreman of laborers, \$1,200."

The department in its estimates asked for an increase in this position from \$1,000 to \$1,200 per annum. The foreman of laborers not only is called upon to supervise the laboring work in the Treasury Building and its four annexes, but also acts as sanitary inspector of these buildings. This latter work involves constant inspection of the rooms and corridors, and adds greatly to the labor of the position. He also arranges for the planting of the four gardens about the Treasury premises and the lawn at the Auditors' Building.

Page 35, at the end of line 23, insert "1 laborer in charge, \$720."

This was a new position requested by the department. It is urgently recommended that it be granted, as it is necessary in order that proper supervision may be exercised over the cleaning and upkeep work at the Auditors' Building. The office relies upon the man at present assigned to this supervisory work for the general upkeep of the building. The building is six stories high, contains 143,251 square feet of floor space, 144 rooms, with 918 windows. While the building was occupied by the Bureau of Engraving and Printing it had many times the force for work of this nature as is asked for under its present management.

Page 36, line 1, before the words "skilled laborer" insert "1 skilled mechanic, \$900."

This new position was asked for by the department in order to take care of the constantly increasing work of a mechanical nature to be performed. The intention was to assign this man for duty at the Auditors' Building and to look after the numerous repair jobs of a plumbing nature in the buildings in squares 226-230. This work alone keeps the plumbing force of the department overtaxed during the winter months to keep up the necessary repairs. Should the Government be forced to have the plumbing done by contract, the limitation of 15 per cent on the receipts of the property for expenses would not be sufficient, and the plan would be far less economical than having a regular man who could, with the cooperation of the Treasury force, attend to this work. The Auditors' Building, formerly the old Bureau of Engraving and Printing, is a very large building, containing 144 rooms, and it is believed the present force employed for the upkeep is far below the minimum required to dispatch business and keep things going creditably. It is urgently recommended that this position be created.

Page 36, line 1, before the words "in all" insert "elevator conductor, \$720, for the Butler Building."

An elevator conductor is urgently needed owing to the installation of a new elevator for this building July 1, 1915. Congress failed to make an appropriation for a conductor for same. The transaction of business in the Surgeon General's office is hampered in this respect, and as the service has to be performed by odd shifts from the messenger force it is submitted that an experienced elevator conductor should be charged with its care at all hours of the day when the building is open for the transaction of public business.



## GENERAL SUPPLY COMMITTEE.

Page 36, line 4, in lieu of "superintendent of supplies, \$2,250," insert "superintendent of supplies, \$3,000."

The department urges an increase in the salary of this position from \$2,250 to \$3,000 per annum. This increase is recommended in order to give to this position a salary commensurate with the important duties and responsibilities assigned. The satisfactory progress already made in this comparatively new office is in no small measure due to the exceptional business equipment of its administrative head. The work of properly supervising the multifarious duties constantly arising and of satisfying both the Government service in Washington and the contractors, requires not only a wide business knowledge, but the exercise of the utmost tact in reconciling any existing differences between interested parties which may be presented. Such a position in commercial life would readily command a very high salary. The work of soliciting bids and making contracts thereon covering expenditures for supplies involving several millions of dollars naturally requires a man of unquestioned integrity and high business attainments. The present superintendent has molded the present committee into an efficient working organization, and the savings effected through standardization have been considerable. See exhibits, pages 177-193, inclusive, of the hearings before the House legislative committee for the fiscal year 1917.

Page 36, at the end of line 8, insert "one assistant messenger."

This is a new position and is urgently required. The services of a messenger for this important work are necessary a great part of the time for errand duties in different parts of the city and in the transaction of business between the Treasury Building and the office of the General Supply Committee, which is located in the Auditors' Building. Such help as has been used up to the present time has been borrowed from time to time, but this class of service is far from satisfactory.

Page 36, line 9, before the words "in all" insert "one laborer, \$660."

This is a new position and is urgently required for the committee. A laboring force is necessary to handle every year about 45,000 articles, large and small, in the way of receiving from, crating, and returning to the various bidders all unaccepted samples submitted with proposals, together with the accepted samples of the previous year, as well as in storing away in proper order the accepted samples of the current year. In addition to such employment, the labor force is required to give daily attention to the eight office rooms in the Auditors' Building, occupying about 10,500 feet of floor space, as no charwomen are provided to keep them in order. Two laborers are really necessary, but with a view to keeping the appropriation to the minimum the committee will endeavor to get along with one man and such additional force as can be spared in time of necessity from the regular labor force of the department.

## DIVISION OF CUSTOMS.

Page 36, line 18, in lieu of "chief of division, \$4,000," insert "chief of division, \$4,800." Same page, line 19, in lieu of "assistant chiefs of division—one \$3,000," insert "assistant chiefs of division—one \$3,600."

The increases asked for were predicated upon a recent consolidation of the Division of Special Agents with the Division of Customs under the latter. The consolidation resulted in a net decrease of operating cost of \$10,120 and throws upon one man, the Chief of the Customs Division, who receives a compensation of \$4,000 per annum, the additional responsibility of the supervising agent, who received a compensation of \$4,500 per annum. The consolidation also resulted in a net decrease of eight clerks. The compensation of \$4,000 for the Chief of the Customs Division was fixed at a time when the work relating to the supervision of the Customs Service was divided between three offices, the personnel and expenditures of the service being controlled by the Appointment Division, the work of the special agents by the Division of Special Agents, and the administration of the tariff and some miscellaneous work by the Customs Division. All of this work has now been consolidated under the control of the Customs Division, resulting in a very great increase of responsibility for which no consideration in the way of increased compensation has been given. Since the concentration of these activities into one division, the cost of administering the Customs Service has been reduced by \$1,300,000, an average of over \$400,000 per annum, this reduction in expense being attended by greatly increased efficiency throughout the service. This division supervises a field service of 7,000 employees, next in size to the Postal Service. The decreased expense and increased efficiency of the service are due to the tireless efforts and energy of the present Chief of the Customs Division, whose responsibilities have been constantly added to with no recognition in the way of increased compensation. It is felt that

the action of the House in accepting the decreases submitted in the estimates for this division and failing to provide the increases asked for is inequitable in view of the facts above stated, and it is urged that the Senate Appropriations Committee provide in the bill for the increases estimated for.

## SECTION OF SURETY BONDS.

Page 37, line 11, after the word "clerks," insert "one of class 2." Line 12, in lieu of "two of class 1" insert "one of class 1."

The estimate of the department called for one clerk of class 2 in lieu of one of class 1, but it was not granted by the House. This estimate was made necessary by reason of the nature of the work which the clerk occupying the position is called upon to do. The office is greatly handicapped by the difficulty of getting a clerk trained in accounting and in law and with the ability to do the careful auditing work in connection with the financial statements of the bonding companies. We must have a clerk of real ability to handle this work, and at a salary of \$1,200 it is exceedingly difficult to secure such a man, and even more nearly impossible to retain him on such a salary.

## DIVISION OF LOANS AND CURRENCY.

Page 37, line 20, in lieu of "six of class 4," insert "seven of class 4." Page 38, between lines 2 and 3, insert "For the force employed in the issue and retirement of Federal reserve notes: Subcustodian, \$1,400; expert counter-clerk, \$900; in all, \$2,300."

The department submitted estimates for an increase in force in this division of five positions, as follows:

1 clerk (new position).....	\$1, 800
1 clerk, by transfer (corresponding position dropped in Division of Appoint- ments).....	1, 600
1 counter clerk, by transfer (corresponding position dropped in Treasurer's office).....	900
1 subcustodian of vault (new position), to be reimbursed by Federal reserve banks.....	1, 400
1 counter clerk (new position), to be reimbursed by Federal reserve banks...	900
<b>Total of 5 positions.....</b>	<b>6, 600</b>

The House bill carries only the \$1,600 and \$900 places by transfer. The full increases, if granted by Congress, would result in an actual increase in the department's appropriations of \$1,800 only, and an actual increase of three new positions in the division—for the two positions to be transferred are held by clerks who have been on detail to and performed service in the division the past year—and the new positions at \$1,400 and \$900 are to be reimbursed by the Federal reserve banks. These latter positions are made necessary because of work thrown upon this division in connection with the issue and retirement of Federal reserve notes. As the Federal reserve act requires the banks to pay all expenses in such connection, request was submitted for the two statutory positions in order that definite provision may be made in the office for the actual increase of work caused by the issue and retirement of the notes in question, this work now being thrown upon regular employees of the office and the office being short-handed to that extent. If these positions are granted, reimbursements in full will be secured from the Federal reserve banks in the same manner as expenses on account of the reimbursable roll in the Treasurer's office are now collected from the national banks. The new position at \$1,800 is required because of the increase of work not covered by the other positions, and it is desired to have this in the higher grade in order that an additional supervisory clerk may be acquired.

This division handles all the work in connection with the transactions in United States bonds, including payment of interest on the registered portion, and in the control of United States currency. The work has been kept current in the past year only with the greatest difficulty. It has been necessary to work overtime and to assign money counters to clerical work. Two additional series of postal savings bonds are issued each year and each series is complete in itself with all its attendant details, and for the future becomes an actual continuing increase in work. Refunding under section 18 of the Federal reserve act will be in full operation during the coming year and the transactions will require the issue each quarter of a series of 3 per cent notes and a series of 3 per cent bonds in lieu of the 2 per cent bonds converted. Important

savings in conducting the work of the division have been made through changes in methods and the introduction of mechanical aids; but the limit in this respect has about been reached, and without a slight increase in force it will not be possible to keep pace with the work.

It is believed that the estimates originally submitted are conservative. The increase in work is very real and the resources of the division are pushed to the limit. Accordingly favorable consideration is urged.

#### DIVISION OF PRINTING AND STATIONERY.

Page 38, line 6, in lieu of "one, \$900," insert "two, \$900," and in line 7, in lieu of "two laborers," insert "three laborers."

These two additional employees are needed for service in the stationery receiving and packing section of the division, and their services are made necessary by the constantly increasing work in that section, an increase of over 33 per cent in value and over 25 per cent in volume during the past three years. The work of this section is increasing so rapidly as the activities of the department have been growing that it is impossible for the present force to keep the work up without considerable overtime and without the assistance of employees detailed from other offices whenever possible. These details, however, experience has shown, have only been made with considerable inconvenience to the offices from which they are made and for periods of short duration. There is an urgent need for the slight increase in force requested and I trust the committee may act favorably on the request.

#### OFFICE OF SUPERVISING ARCHITECT.

Page 39, line 7, in lieu of "21 of class 1," insert "23 of class 1." Line 12, after the words "messenger boys," insert "1 at \$600." Line 13, after the words "skilled laborers," insert "1 at \$1,200."

The two clerks of class 1 are needed in connection with the administration of appropriations for the maintenance of public buildings. New buildings have been put in commission in large numbers in recent years, with no corresponding increase in clerical force to handle the extra work which is thereby placed upon the Office of the Supervising Architect. It is believed that the allowance of these two additional clerks will relieve the situation for two years to come in the maintenance division of the Supervising Architect's Office.

The messenger boy at \$600 is to provide suitable compensation for the character of service which will be required of this employee in the photograph gallery of the Supervising Architect's Office, and will obviate the necessity for an additional employee at \$1,200 per annum.

The skilled laborer at \$1,200 will be needed in connection with a small additional technical force estimated for in the sundry civil bill, to balance the technical divisions of the office. This employee has been estimated for in the legislative bill because that is the proper bill in which to provide for this class of service.

#### OFFICE OF THE COMPTROLLER OF THE TREASURY.

Page 39, at foot of page, insert: "For law books, including their exchange, to be expended under the direction of the Comptroller of the Treasury, \$250."

This item appeared for the first time in the estimates of the department for the fiscal year 1916. An appropriation of \$500 was requested, but it was omitted from the bill as it passed the House. The matter was then submitted to your committee and the item was inserted in the bill and agreed to in conference, but for only \$250. The appropriation now requested is for the same amount as for the current year, and there is a great need for this small sum for the purchase of up-to-date law books for the comptroller's office. Having the decision of a great variety of questions of law, the office should have the essential equipment, particularly with reference to decisions of Federal courts. The amount asked is entirely insufficient to properly equip the office with a modern law library such as the office should have, but it will enable the comptroller to purchase the books most urgently needed, and I trust your committee may see fit to grant the appropriation.

#### OFFICE OF AUDITOR FOR THE WAR DEPARTMENT.

Page 40, line 9, in lieu of "assistant and chief clerk, \$2,250," insert "assistant and chief clerk, \$2,500." Line 10, in lieu of "law clerk, \$2,000," insert "law clerk, \$2,250." Line 11, in lieu of "Chief of Claims and Records Division, \$2,000," insert

Chief of Claims and Records Division, \$2,250"; and, line 16, in lieu of "skilled laborer, \$900," insert "skilled laborer, \$1,000."

The above increases aggregating \$850 were requested in order to give the employees holding these positions more adequate compensation for the services rendered, and in order that the total appropriation for the office might not exceed the sum provided for the current year, the estimate dropped one clerk at \$1,000, making a net saving for the office of \$150. The bill as it passed the House, however, drops the \$1,000 clerk, but does not grant the small increases. It was believed that should these increases in salary be granted it would have a stimulating effect on the employees of the office, who, with the knowledge that their services were being recognized, would be stirred to increased efficiency, and that the services of a \$1,000 clerk might thus be spared without detriment to the work of the office. The dropping of this clerk without the corresponding increases will have the opposite effect, and unless your committee sees fit to approve the increases estimated for this office the clerk at \$1,000 should be restored. I believe, however, that it will have a wholesome effect on the office staff if the increases requested are granted. The small increases asked for the three heads of office I believe to be fully justified for the services they are rendering. They are now underpaid in comparison with the salaries of other employees engaged on similar work. For instance, the Chief of the Division of Accounts of the office receives \$2,500 per annum, his salary having been increased by Congress in the act of August 23, 1912, as a recognition of the inadequacy of his former pay of \$2,250 per annum. The work of this chief, however, is no more intricate or exacting than that of the Chief of the Claims and Records Division, who now receives but \$2,000 per annum. The assistant and chief clerk now receives \$2,250, while, as stated, the Chief of the Accounts Division receives \$2,500, thus presenting the anomaly of a chief of division receiving a larger salary than that of the assistant and chief clerk in the same office.

The small increase of \$100 for the skilled laborer is believed to be fully warranted. This employee is a skilled carpenter and cabinetmaker and does all of the carpentry repair work of the office. Carpenters in the office of the chief clerk receive \$1,000 per annum and skilled laborers in the office of the Treasurer receive \$1,200. The work of these higher-paid employees requires no more skill or labor, and it is desired to give this employee the small increase asked for in order to place his pay on a more commensurate basis for the services rendered.

#### OFFICE OF THE AUDITOR FOR THE NAVY DEPARTMENT.

Page 40, line 23, before the word "messenger" insert "one helper at \$900" (transferred from the Bureau of Engraving and Printing).

This transfer was not submitted in the estimates of the department, but in the hearings before the House committee it was explained that this helper has been on detail in the auditor's office for some months, and it was suggested that he be dropped from the bureau rolls and provided for in the auditor's office. The House committee dropped the position in the appropriation for the bureau, but failed to take it up in the auditor's office, and it is now requested that the matter be properly adjusted by your committee.

#### OFFICE OF THE AUDITOR FOR THE INTERIOR DEPARTMENT.

Page 41, line 4, in lieu of "13 of class 4," insert "16 of class 4." Same line, in lieu of "15 of class 3," insert "18 of class 3." Line 6, in lieu of "12 at \$900," insert "15 at \$900 each." Same line, in lieu of "7 transferred," insert "10 transferred," and in line 7, in lieu of "2 messengers," insert "3 messengers (one transferred from lump-sum appropriation)."

The House bill, instead of providing for an increase in force of 6 employees, makes an arbitrary cut of 4 employees, 3 at \$900 and 1 messenger. Why this reduction in force was made I do not know, but if it should stand, it will seriously cripple the auditor's office, as it is practically impossible to keep the work of that office current with the present force.

Three additional clerks at \$1,800 and 3 at \$1,600 were requested, while the \$14,000 lump-sum appropriation was reduced to the sum of \$1,500, the 11 employees formerly paid from this appropriation being estimated for in statutory positions. These changes made a net increase for the office of \$7,540.

Two of the additional employees asked for (one at \$1,800 and one at \$1,600) will be needed to examine and prepare for settlement the claims and accounts arising under the appropriations for the construction and operation of railroads in Alaska under recent legislation, and the remaining four (two at \$1,800 and two at \$1,600) are needed in examining the accounts of fiscal officers in the Indian Service. These officers are



required to account in minute detail for the moneys of individual Indians in their custody. An example of the increased volume of work in handling these accounts may be shown in taking the Union Agency, Muskogee, Okla., where the accounts have risen from \$100,000 in 1908 to \$3,886,000 in 1915. The appropriations for the Indian Service have also increased from \$10,500,000 in 1908 to \$17,500,000 in 1915, and there has been a corresponding expansion in the activities and expenditures of the Government under other bureaus of the Interior Department, with a natural increase in the work of the auditor's office. In spite of this fact, the number of employees in this office has been reduced from 130 in 1910 to 104 in 1916, with a decrease in appropriation from \$170,000 to \$142,000. These decreases were possible in eliminating "red tape" and putting the office on a modern basis. The increased work now coming to it, however, makes it absolutely necessary to increase the force.

The lump-sum appropriation of \$14,000 is not estimated for, as it has been found that the mechanical devices used in this office in auditing the accounts of the disbursing clerk of the Bureau of Pensions are not practicable for this work. Since July 1, 1915, this audit has been done by the use of adding machines, and it is proposed to put the employees formerly paid from the lump-sum roll on a statutory basis. One thousand five hundred dollars of the lump-sum appropriation, however, is asked for covering the rental of machines necessary in completing the back work of the pension account, a complete audit of which had fallen behind a year and a half.

#### OFFICE OF THE TREASURER OF THE UNITED STATES.

Page 44, line 4, after the words "21 laborers" insert "messenger boys, at \$480 each."

The estimates for this office provided for a net reduction of 22 employees with a net decrease in appropriation of \$29,800, and the only increase in force asked was these two messenger boys at \$480 each. It is desirable to establish a \$480 grade for messenger boys who are barred by civil-service rules from promotion to clerical grades. The \$480 grade has been estimated for a number of other offices, and it is requested for this office in order that there may be some opportunity for promotion for the messenger boys in the lower grade of \$360 per annum. The present force of messenger boys for the Treasurer's office is inadequate and two additional are needed, mainly for the purpose of acting as guides for visitors to the building.

Page 44, between lines 19 and 20, insert "For purchase of labor-saving devices, including exchange, repairs, and miscellaneous expenses of installation, for use in the Office of the Treasurer of the United States, \$5,000."

The current appropriation for this purpose is \$5,000 and the same amount was requested for the next fiscal year. In 1915 the appropriation was \$10,000, of which \$9,978.96 was expended. The installation of these modern labor-saving devices has resulted in considerable economy in the Treasurer's office where the appropriations have been reduced by more than \$50,000 during the past two years. During the coming fiscal year it will be necessary to purchase additional machines and to replace or repair certain of the old machines, and it is believed that the appropriation requested for this purpose will be money well spent and will lead to better and more economical administration. If this item is to be consolidated with the general appropriation for the department, it may be omitted here. (See explanation for page 53, line 18, of bill.)

#### OFFICE OF COMPTROLLER OF THE CURRENCY.

Page 45, line 3, in lieu of "1, \$2,500," insert "2, \$2,500." Line 4, before the words "general bookkeeper" insert "assistant chief of division, \$2,000." Line 4, in lieu of "general bookkeeper, \$2,000," insert "general bookkeeper, \$2,500." Line 7, in lieu of "16 of class 3," insert "17 of class 3," and in line 10, in lieu of "messenger," insert "messenger, \$1,000."

The additional chief of division at \$2,500 and the increase for the general bookkeeper were requested in a supplemental estimate, House Document No. 607. The reasons for these changes, as stated in the above document, are because on account of the increased volume of work a new division called the statistical division has been created in the Comptroller's office, and a very capable and experienced man has been made chief of the division. His salary is \$1,800, and the increase is requested in order to place him on an equal footing with the other chiefs of divisions. The increase for the general bookkeeper is requested in order to place him on an equal salary footing with the other chiefs of divisions and to make his salary more commensurate for the services rendered. The anomaly now exists of the general bookkeeper receiving the same salary as the assistant bookkeeper, and his work fully justifies an increase to the higher grade. The additional assistant chief of division at \$2,000 and the clerk of class 3 are necessary to take care of the increased volume of

work being handled in this office, and in this connection your attention is respectfully invited to the statements of Comptroller Williams before the House Appropriations Committee, pages 302 to 319, inclusive. The increase for the messenger is believed to be fully justified. This messenger is in the Comptroller's own office, where he is continually called upon for considerable overtime work. He has been in the service for nearly 25 years, during which time he has rendered most efficient service and worked loyally and faithfully many hours overtime.

#### NATIONAL CURRENCY REIMBURSABLE.

Page 45, line 14, in lieu of "1 of class 3," insert "2 of class 3"; and same line, in lieu of "4 of class 2," insert "3 of class 2." Line 17, in lieu of "assistant messenger," insert "assistant messenger, \$840." Same line, in lieu of "fireman," insert, "fireman, \$840"; and line 18, in lieu of "messenger boy, \$360," insert "messenger boy, \$420."

These small increases were requested on account of the responsibility attached to the work of the Redemption Division of the comptroller's office in connection with the handling of money. The issues and redemptions of national currency have increased 124 per cent in the last 10 years, and while the force of employees engaged on this work has been augmented, the salaries have remained practically unchanged, and it is believed that the small increases now requested will be an incentive to greater efficiency on the part of these employees.

Page 45, line 22, after the word "procuring," insert the words "and compiling"; and line 23, in lieu of "\$5,000" insert "\$6,500."

As explained by the comptroller in the hearings before the House committee, it is desirable to have the words "and compiling" inserted in this paragraph in order to enable the comptroller's office to secure and compile information concerning State banking institutions, statistics for which must be included in the comptroller's annual report. Under a ruling of the Comptroller of the Treasury, the cost of compiling data after it has been secured can not be paid from this appropriation under its present wording. The additional \$1,500 requested is needed in order to make extensive repairs on the old macerater in addition to the usual expenditures of special examinations of national banks.

#### OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE.

Page 45, line 25, in lieu of "1, \$4,000," insert "1, \$4,500." Page 46, line 1, in lieu of "1, \$3,600," insert "1, \$4,000." Line 3, insert after the words "heads of divisions," "2, at \$2,750 each." Same line, in lieu of "4, at \$2,500," insert "2, at \$2,500." Same line, in lieu of "5, at \$2,250 each," insert "5, at \$2,500 each"; and line 8, in lieu of "17 assistant messengers," insert "20 assistant messengers."

The duties of the Internal-Revenue Bureau have increased by leaps and bounds during the past few years, in administering the income tax, emergency revenue, anti-narcotic, and cotton futures acts, as well as in caring for the normal growth of ordinary internal-revenue work. The two deputy commissioners for whom increases are requested are high-grade men, experienced in internal-revenue matters, and their services are of great value to the Government. They are receiving the salaries now that were paid many years ago when the duties of the office and the importance of the positions were practically insignificant as compared with the present time.

The same arguments apply with equal force to the heads of division, for whom slight increases in salary are requested. These officers put in many hours overtime and are rendering valuable and efficient service to the Government. Their duties have become not only greatly increased but more complex and arduous. The increases are fully merited and should in my opinion be granted.

The House committee arbitrarily reduced the number of assistant messengers from 20 to 17. The force of 20 is barely sufficient at present, and the decrease proposed would work a serious hardship on the office and seriously interfere with the work.

#### INCOME-TAX ROLL.

Page 46, line 15, in lieu of "1, \$2,500" insert "1, \$2,750." Line 18, in lieu of "17 of class 4," insert "35 of class 4." Lines 18 and 19, in lieu of "29, class 3," insert "37 of class 3." Line 19, in lieu of "54 of class 2" insert "33 of class 2." Same line, in lieu of "40 of class 1" insert "39 of class 1." Line 20, in lieu of "44 at \$1,000 each" insert "48 at \$1,000 each;" and same line, in lieu of "28 at \$900" insert "40 at \$900."

The above changes will provide for an increase in the salary of the chief of the corporation tax division and for 40 additional clerks on the income-tax work in the



commissioner's office, in accordance with the original estimates of the department. The House bill grants only 20 additional.

The increase proposed for the head of division is requested on the same ground as for the chiefs on the regular roll. It is also based on the further ground that the position of chief of the income-tax division, created by the income-tax law of 1913, provides a salary of \$3,500 a year--which is none too small--while the salary of the chief of the corporation-tax division--a division of equal importance--is only \$2,500. It will be a step in the right direction to grant the small increase requested.

It is estimated that 20 additional clerks in the corporation-tax division and 4 in personal income-tax division are necessary to keep the work current, while the increased work in other divisions incident to the administration of the income-tax law has made it absolutely necessary in order that the work of these divisions may be kept current that 16 clerks in addition to these 24 be provided for.

Experience has shown that in the interest of economy and good administration certain adjustments should be made in the classification of work and in the compensation paid for each class of work.

The work of auditing returns, examining revenue agents' reports, and taking care of the correspondence connected therewith, is of a high grade, requiring a more or less expert knowledge of accounting and of law, and particularly well grounded knowledge of the income-tax law and the regulations prescribed for its administration.

In the classification of the work of these divisions it has become necessary to assign to this high-grade work many clerks who are underpaid, and it is desired that provision shall be made for a proper adjustment of this apparent inequality in salaries, so that clerks doing a similar grade of work and with equal efficiency shall be paid an equal salary.

No extended explanation of the urgent need for this additional force of 40 clerks on income-tax work is given here, as the details are fully covered in the hearings before the House committee, beginning on page 342, to which your attention is respectfully called. I trust your committee may see the wisdom of providing an adequate force for this important branch of the Treasury service.

#### TEMPORARY SERVICES, OFFICE COMMISSIONER OF INTERNAL REVENUE.

Page 47, between lines 2 and 3 insert the following: "Temporary service, Internal Revenue Bureau--for the employment of clerical help in the office of the Commissioner of Internal Revenue at rates to be fixed by the commissioner with the approval of the Secretary, \$20,000."

This item was omitted by the House committee, and in the hearings before that committee the impression seemed to prevail that this item was to be in lieu of the item of \$6,050 for additional help in the commissioner's office for the six months ending December 31, 1916, in carrying out the provisions of the emergency revenue act. There is no connection between these two items. The item of \$20,000 is a separate specific appropriation requested for use in the Bureau of Internal Revenue in working out a complete reorganization of the bureau. The work has increased in every division of the office, and the appropriation requested is essential for the administration of the work during the reorganization period. The work in the claims division has increased in the last two years over 400 per cent, in the chemistry division over 400 per cent, in the law division over 200 per cent, in the stamp division and appointment division about 200 per cent each, and in the miscellaneous and accounts divisions about 100 per cent each. The work of most of the divisions is about two months in arrears while that of the claims division is in arrears about six months. This condition has been brought about because of the additional work thrown on the bureau through the enactment of new legislation. The administration of the income-tax law, the cotton-futures law, the antinarcotic law, and the emergency revenue law falls upon this bureau; and the work incident to these laws, as well as the normal increase in the old revenue work, has brought to the bureau added duties which it has been impossible for the existing force to handle. I am sure it will be readily realized that any reorganization of the bureau could hardly be attempted without some additional temporary help under existing conditions. If the regular employees had to be taken off of their work to assist in the work of reorganization, it would naturally lead to considerable confusion and further falling behind in the work. The Internal Revenue Service is growing rapidly, and in the interests of good administration every facility should be at its hands to properly and efficiently administer the revenue laws.

## OFFICE OF COAST GUARD.

Page 47, line 7. in lieu of "title and contract clerk, \$2,000," insert "title and contract clerk, \$2,200." Line 11, in lieu of "4 of class 4," insert "5 of class 4," and in lieu of "9 of class 3," insert "8 of class 3."

In the estimates submitted for this office there was a decrease of one laborer, involving a reduction in expense of \$660 per annum.

As against this decrease the estimate provided for an increase of \$200 per annum for the "title and contract clerk"; also the estimate sought to increase the number of fourth-class clerks by one and decrease the number of third-class clerks by one, thus in effect providing for an increase of \$200 per annum for one third-class clerk.

The total additional expense involved was \$400, and as the total decreased expense was \$660, there was a net decrease in the estimate of \$260 per annum.

The title and contract clerk was originally appointed a clerk in 1886 in the Second Auditor's office. He continued there until 1897, being promoted meanwhile to a salary of \$1,800 per annum. He was then transferred to the office of the Life-Saving Service, and in 1905 was promoted to title and contract clerk at a salary of \$2,000 per annum. He has continued in this office ever since and has had no increase in salary since 1905, a period of 11 years.

The volume of legal work in this office has greatly increased since the creation of the Coast Guard, and his experience and legal ability are very valuable to this office. It is felt he is, in all justice, entitled to an increase of \$200 per annum after efficient and faithful service for over 10 years, and in addition it should not be overlooked that he has been in the Government service at Washington for 30 years.

The increase of \$200 for one third-class clerk was recommended in order that an efficient clerk could be promoted from \$1,600 to \$1,800 per annum. This clerk was first appointed in 1905 in the office of the Auditor for the Post Office Department. He was transferred to the office of the Life-Saving Service in 1907, as clerk of class E. His services were so satisfactory that he was successively promoted and reached the grade of third-class clerk in April, 1914. Since the creation of the Coast Guard he has been in responsible charge of the accounts, which involves an appropriation of \$5,000,000; and although his responsibilities and the volume of the work allotted to him have greatly increased under the new organization, he has fulfilled his duties most satisfactorily. It is felt that he is, in all justice, entitled to an increase of \$200 per annum not only because of his faithful and efficient service for 11 years, but also because of the importance and the volume of the work he is now called upon to perform.

In the legislative bill as passed by the House one laborer is dropped, but the two increases asked for and set forth above were not granted. It is earnestly hoped that these slight increases may be granted which will still make a net saving to the office under the current appropriation of \$200.

## BUREAU OF ENGRAVING AND PRINTING.

Page 48, lines 12 and 13, in lieu of the word "watchman" insert the word "guard."

The bill as introduced in the House contained this change, but it went out on a point of order. For the reasons explained by the Director of the Bureau of Engraving and Printing to the House committee, which received the approval of that committee, it is very desirable that the title be that of guard instead of watchman.

## OFFICE OF THE DIRECTOR OF THE MINT.

Page 49, line 8, in lieu of "assayer, \$2,200," insert "assayer, \$2,500." Same line, after the word "clerks" insert "1 at \$2,000." Same line, in lieu of "2 of class 4," insert "1 of class 4"; and line 9, in lieu of "private secretary, \$1,400," insert "private secretary, \$1,800."

A transposition of the salaries of the assayer and the computer and adjuster of accounts was requested in the estimates. The House committee made the adjustment so far as the computer and adjuster of accounts is concerned, but failed to make the corresponding adjustment in the salary of the assayer. This change was recommended because the present occupant of the position of assayer is performing the duties of the computer and adjuster of accounts, while the computer and adjuster of accounts is performing the duties of the position of assayer. The former computer and adjuster of accounts, who for years received the salary of \$2,500, died during the past year, and as the assayer was next in line for promotion he was given the position, but continued his former duties as assayer. He has been in the Mint Bureau a number of years, and as he passes on the work of all other assayers, several of whom receive

larger salaries, it was believed that the salary of \$2,500 should be attached to his position rather than to the position of computer and adjuster of accounts which was filled by a new appointee. If the change as recommended is not to be made, the salary of the computer should be restored to \$2,500 per annum, as otherwise there will be an arbitrary reduction in salary of \$300, when, as a matter of fact, if any change is made it should be an increase.

There has been no chief clerk in this bureau, and it was requested that in lieu of a clerk at \$1,800 a chief clerk be provided at \$2,000, in order that the salary of the employee acting as chief clerk might be more commensurate with the services rendered.

An increase to \$1,800 for the private secretary was asked because his duties have been considerably enlarged, and the salary proposed will place him on the same level with other private secretaries throughout the departments. These changes were believed to be fully justified in view of the fact that through a reorganization of the bureau the services of a \$1,600 clerk are dispensed with, resulting in a net saving to the office of \$1,000 under the current appropriation.

#### OFFICE OF SURGEON GENERAL OF PUBLIC HEALTH SERVICE.

Page 50, line 1, in lieu of "private secretary, \$1,800," insert "private secretary, \$2,000." Same page and line, before words "assistant editor," insert "law clerk, familiar with public health legislation, \$2,000." Same page, line 2, before the word "clerks" insert "statistical clerk, \$1,600 and librarian, \$1,600." Same page, line 4, in lieu of "5, at \$1,000 each," insert "6, at \$1,000 each."

*Private secretary.*—An increase in the salary of the private secretary to the Surgeon General from \$1,800 to \$2,000 is asked for because it is considered that the character and amount of work required in the position justify the compensation recommended. The operations of the bureau are conducted through seven divisions, under the supervision of the Surgeon General and are almost entirely scientific as well as varied. The duties of the private secretary require a man of good education and training, of first-hand knowledge of the widely varied activities of the Public Health Service, and of first-class stenographic qualifications. His hours are also longer and more uncertain than those of other employees of the bureau, and he is always ready to respond to the necessities of work at the office after hours and on Sundays and holidays. The present incumbent is a man of exceptional efficiency, and the increase is therefore especially merited at this time, although it is deserved by any employee who meets the requirements.

*Law clerk, at \$2,000.*—A law clerk familiar with public health legislation is desired for several strong reasons. The Public Health Service finds it extremely useful, and even necessary, to keep in touch with the trend of health legislation in States and cities and with the actual laws and regulations themselves, which it gathers and publishes weekly in the Public Health Reports for the information and assistance of legislative bodies and health authorities throughout the country. The bureau further realizes that it can substantially improve health administration by responding to requests from health departments for criticism of proposed laws and regulations, and by giving advice as to the drafting thereof. Furthermore, the following of leading decisions of courts upon health laws and health questions, and digesting and publishing the same, are of great help to the solid and safe advance of health work and organization in the Nation at large. General dissemination of this information is a great aid in a steady, uniform, and well-guided advance in nation-wide health work, and it is for the purpose of properly performing this function that this law clerk is so earnestly desired.

*Statistical clerk, at \$1,600.*—The service is in great need of all obtainable data concerning disease and sickness throughout the 48 States, in order that it may know of outbreaks and movements of dangerous diseases. This is its way of keeping its finger upon the country's pulse concerning disease. This work in times past was simple as compared with the present. With the growth of organized health work, the available information had increased a hundredfold. But, to be of any practical value, it must be sifted, compiled, and arranged to show what diseases exist and where. To do this work intelligently and efficiently requires an employee with a knowledge of statistical methods.

The above information is being constantly sought by the health departments in the 48 States and thousands of cities, and the work of collecting it makes possible the ascertaining of how much good is being accomplished by health work and the need for additional work.

*Librarian, at \$1,600.*—This employee is one of the greatest needs of the Public Health Bureau at present. There now exists a large library, the growth of years, which is steadily increasing; but the pressure of work throughout the bureau is such

that no employee can be detailed to the library work. The bureau has never had a librarian, and the result is that the classification, arrangement, or cataloguing, has never been satisfactory or efficient. This causes much loss of time to highly paid experts and officials, and detracts from their capacity. This employee would many times repay his salary in increased results and efficiency. He should be a man of thorough training and experience in library methods.

*Clerk, at \$1,000.*—This employee is needed in the work connected with the preparation of the weekly Public Health Reports. The usefulness of this publication has grown materially in the last few years; the amount of valuable material utilized has increased, and unavoidably it requires more clerical work in its preparation. There are demands from health authorities, social workers, and others; for the insertion of further information, and it is to make this possible that this employee is desired.

#### CONTINGENT EXPENSES.

Page 51, line 7, in lieu of "\$1,000" insert "\$1,500."

In connection with the increase of \$500 for postage stamps during the next fiscal year, I quote for the information of your committee the statement before the House Appropriations Committee of Mr. F. F. Weston, Chief of the Division of Printing and Stationery of the Treasury Department, which division has administrative control of this appropriation.

"There is a little history connected with that appropriation. For 10 years prior to 1912 the appropriation was \$1,500 a year, and for 1912 the appropriation was \$1,200, and then for the years 1913, 1914, and 1915 the appropriation was \$1,000. That resulted up to 1911 in the accumulation of postage stamps, the appropriation being practically expended each year. Under these conditions, in 1911 the entire appropriation was unused and turned back into the Treasury, \$1,500 worth of stamps being found on hand. The appropriation was reduced in the years following 1911, you will observe, until now the surplus has been exhausted, and the expenditures for postage in 1914 were \$1,430.50 and in 1915 they were \$1,295.58."

In view of the above explanation, I trust the committee may see the necessity for an appropriation in the neighborhood of \$1,500 for postage stamps during the fiscal year 1917.

Page 51, line 23, in lieu of \$10,000" insert "\$15,000."

An estimate for this appropriation was submitted at \$15,000, the amount appropriated for the fiscal year 1916. The committee has reduced the amount to \$10,000, a cut of \$5,000. The committee no doubt based its action on the fact that while since 1911 \$230,000 had been appropriated only \$69,658.22 had been expended, the remainder being covered back in the Treasury. The department will need for the present year the full sum of \$15,000 recommended, and it is urgently asked that this sum be granted. Much economy has resulted from the close study of the approved business methods, which has been going on in the Treasury Department for several years, and it is the purpose to press this study still further during the ensuing fiscal year to see if further economies can not be developed. For this purpose committees have been formed consisting of trained men in each of the respective bureaus, but no doubt all of the appropriation will be required in the field of study outside Washington and the employment of expert assistance, etc. With the satisfying results which have been accomplished in the Treasury Department, of which Congress is aware, all of which have been attained with an outlay of less than \$70,000 in six years, it is hoped that the department will not be hampered in its further and continued efforts to secure economies on a broader scale during the fiscal year 1917. Any moneys which are appropriated and which are unexpended will be covered back in the Treasury, and the records show that the department has been faithful in this respect.

Page 52, line 5, in lieu of "\$2,500," insert "\$3,500."

The department urgently requests the committee to grant an increase of \$1,000 in this appropriation. It is at present operating three motor trucks in its mail and delivery service, besides purchasing oils and lubricants for the operation of same and making repairs thereto. The appropriation also has to bear the expense of the upkeep of horses and carriages for the official use of the secretary. During the coming year the price of gasoline will no doubt be materially advanced, and unless this appropriation is increased the department will be forced into a deficiency. The trucks have had four years of continuous use, and the expense for repairs as the machines get older will increase. The fact that the department has four annexes widely separated to be visited daily for mail and delivery service makes the use of the trucks an important factor in the prompt disposition of the Government business. It is only by the strictest economy that the department has been able to get along so far this year, without having already incurred a deficiency. As it is, on March 1 the



balance remaining in the fund was but \$342, with one-third of the year or four months yet to operate. It is doubtful if a deficit will not occur this year, and certainly one will occur next year with the increased cost of oils, repairs, etc., if this additional \$1,000 is not granted.

Page 52, line 6, in lieu of "\$4,000," insert "\$8,000."

The present appropriation of \$4,000 is entirely inadequate to provide for the constantly increasing demands for filing devices and filing furniture to properly care for the records and papers of the department. During the fiscal year ending June 30, 1915, \$6,000 was provided, and this amount was found to be too small. Unless the increase is granted the business of the department will be very much embarrassed. The amount now expended, viz, \$333 per month, does not permit the department to purchase but a small amount each month; and since the Corporation and Income Tax Divisions have no appropriations for the purchase of filing devices this appropriation will have to bear the expenses for equipment of those divisions, which are constantly needing additional equipment.

Page 53, line 18, in lieu of "\$6,000," insert "\$10,000." (See also explanation for page 44, lines 19 and 20.)

If the contingent fund of \$5,000 carried in the bill for the use of the Treasurer of the United States is to be consolidated with the general fund of the department, this can only be done with a consequent increase in such fund. Attention is invited to the fact that the fund for the Treasurer, for which an estimate of \$5,000 was submitted, has been omitted. If the department is expected to take over the demands of the Treasurer's office for labor-saving machines in connection with the maintenance of the Accounting Section and other divisions of that office, where expensive machinery is required, it will be necessary to increase the contingent fund of the department from \$6,000 to \$10,000.

Page 53, between lines 18 and 19, insert, "Shelving and transferring records, etc.: For shelving and transferring records and files from and to the Treasury Building and its annexes in Washington, \$500."

This appropriation is but a renewal of an old item, but one which was omitted during the fiscal year 1916 to the great embarrassment of this department. As explained to the House committee, on page 238 of the hearings, it is necessary for the purchase of lumber for shelving mainly in the outlying offices, and particularly in the Auditors' Building. The accounts are coming in from the various offices and departments of the Government, and there are no facilities for storing them after audit. There is a demand at the present time for 10,000 feet of shelving in the Auditors' Building, costing about \$600, and the department has no money with which to purchase the same. An appropriation of at least \$500 is urgently necessary. The department could use more, but in the interest of economy has placed its request at the minimum. The papers to be shelved represent documents of great value, which should not be destroyed, as they represent receipts for payments of public moneys. They are accumulating rapidly and, as stated before, there is no provision for their proper storage and safe-keeping.

Page 54, between lines 6 and 7, insert—

"For heat and light for premises numbered fourteen hundred and fourteen Pennsylvania Avenue northwest, occupied by the purveying depot of the Public Health Service, \$400."

An appropriation of \$750 was asked for heat, light, and shelving for the purveying depot of the Public Health Service, which was transferred some years ago to Government-owned property in the old Cornwell Building at 1412-1414 Pennsylvania Avenue NW., at a saving in rent. In the hearings before the House committee on the legislative bill, the chief clerk stated that the shelving could be omitted. If the purveying depot is to be continued, it is absolutely essential that it should be supplied with heat and light, and this service will cost \$100. An appropriation of that amount is urgently requested.

#### COLLECTING INTERNAL REVENUE.

Page 56, between lines 7 and 8, insert, "*Provided*, That all field officers and field employees in the Internal Revenue Service may charge in their accounts as expenses a flat rate for the use of their own livery necessarily used in the performance of official duties, not to exceed per day \$1.50 for a horse and buggy, \$1 for a saddle horse, \$2 for an automobile, \$0.50 for a motorcycle, and \$0.25 for a bicycle, under regulations to be prescribed by the Commissioner of Internal Revenue with the approval of the Secretary of the Treasury."

The above proviso was requested in order that the practice in this regard which has existed for years might be continued. Under a recent ruling of the Comptroller of the

Treasury such charges were held to be in the nature of increased compensation and not traveling expenses; but the comptroller suggested that since the practice had existed for a great many years it might well be specifically authorized by Congress. This is especially desirable since it results in a considerable economy to the Government, as hired vehicles would in most instances be charged for at rates double or more than those above enumerated. If this proviso is not approved it will be necessary to discontinue after July 1, 1916, the payment to officers and employees for the use of their own conveyances.

#### SALARIES AND EXPENSES OF AGENTS AND SUBORDINATE OFFICERS OF INTERNAL REVENUE.

Page 56, between lines 13 and 14, insert, "*Provided, That all internal-revenue agents, inspectors, and the cotton futures attorney may be granted leave of absence with pay which shall not be cumulative, not to exceed 30 days in any calendar year, under such regulations as the Commissioner of Internal Revenue, with the approval of the Secretary of the Treasury, may prescribe.*"

It is the practice to allow deputy collectors and clerks who are paid on an annual basis leave of absence with pay not to exceed 30 days exclusive of Sundays and legal holidays, and it is desired that the same authority be granted for the per diem internal-revenue officers named above. These officers are subject to call at all times, and there is no apparent reason why they should not be granted annual leave the same as the deputies and clerks in the field service. If the proviso is not approved it will be necessary to discontinue granting waiting orders after July 1, 1916.

#### COLLECTING THE INCOME TAX.

Page 56, line 24, in lieu of "\$1,600,000" insert "\$2,220,000." At end of page 56 insert, "For an additional amount required for the employment in the District of Columbia of necessary clerical and other personal services, and purchase of such supplies, equipment, mechanical devices, and other articles as may be necessary for use in the District of Columbia, \$90,000."

The estimates call for an increase of \$1,000,000 in this appropriation, but the House bill provides only \$380,000. With an increased appropriation for the field service there is no question but that much additional revenue would be collected. It is estimated that for every dollar appropriated for this object not less than \$5 in the way of additional revenue will be returned. In this connection your attention is respectfully invited to the hearings before the House committee beginning on page 342.

During the last two years and eight months the Internal Revenue Bureau has collected and paid into the Treasury about \$15,000,000, which was uncovered by the agents and inspectors and other field officers. Of that amount, \$6,987,584.37 was collected from corporations and \$3,128,863.72 from individuals. These collections were made as a result of the investigations of these field officers in the examination of the books and accounts of corporations and individuals, where it was found that more through ignorance than by an intentional evasion of the law additional tax property due to the Government was omitted from the returns. These examinations are being carried on by the field force, but it is entirely inadequate to handle the work expeditiously and keep abreast with it. About 15,000 examinations of corporations are being made yearly with the present force, and about half that number of individuals; and the Internal Revenue Bureau estimates that with the present number of men in the field and the number of cards—that is, card abstracts which have been and will be referred to the agents for examinations—it will take three and one-half years to examine the books of corporations now listed for examination. If the additional sum of \$1,000,000 requested is granted, this force can be materially enlarged with the result that a greater number of examinations will be made, and, as stated, it is believed that for every dollar expended not less than \$5 additional revenue will be paid into the Treasury.

If the increased appropriation of \$1,000,000 for the field service is granted, the force in the Bureau of Internal Revenue will naturally have to be increased to take care of the increased volume of work coming in; and it is for this purpose that the additional appropriation of \$90,000 for the services of 57 additional employees in the bureau is requested. While the House granted an increase of \$380,000, as stated, it granted no additional help for the commissioner's office under the estimate of \$90,000. If the Senate does not see fit to grant more than \$380,000 additional for the field an appropriation for the commissioner's office should be granted in the same proportion, or for \$34,000 instead of \$90,000.



## INDEPENDENT TREASURY.

Cincinnati: Office of assistant treasurer. Page 59, line 24, in lieu of "cashier, \$2,250." insert "cashier, \$2,450."

In this connection attention is invited to House Document No. 592. The recommendation was made that the salary of the vault clerk be reduced from \$1,800 to \$1,600 with a corresponding increase in the salary of the cashier from \$2,250 to \$2,450. The House committee accepted the reduction but failed to increase the salary of the cashier. The small increase requested for the cashier was made with a view to placing his salary at a figure more commensurate with the services required; and as it was not desirable to increase the total appropriation for the office, and since under the present organization of the office the duties of the vault clerk are considerably less important, a reduction in the salary of this position was made as an offset for the increase proposed for the cashier.

The assistant treasurer in submitting his recommendation for the above changes stated that it was made for the reason that the present vault clerk is quite old; and while he performs valuable service to the office, he is not able any longer to take care of all the vaults, and the cashier is now doing a considerable part of his work. If the small increase for the cashier is not granted, the salary of the vault clerk should be restored to \$1,800; but the department believes it would be in the interest of good administration to appropriate for the positions of cashier and vault clerk as recommended.

St. Louis: Office of assistant treasurer. Page 61, line 18, before the words "change teller," insert, "vault clerk, \$1,800."

In explanation of this increase in force, your attention is respectfully invited to the following excerpt from a report of the chairman of an examining committee which visited this office in April, 1915:

"The force as now constituted is hardly sufficient to handle the business of the office. One thing I noticed in the conduct of the office, as you yourself in your hasty examination of the office no doubt observed, the cashier, through stress of circumstances, is also the vault clerk. This should not be, as the duties of the two positions are not compatible. In the St. Louis office the cashier is constantly in communication with the outside business world, at the windows answering questions, at the phone communicating with banks and business men, and as vault clerk he is called upon every few minutes by the various tellers to go out or receive money, and in consequence he is an overworked man. A more serious phase of the situation, however, is that he can not properly attend to his duties as cashier and at the same time look after the details of the vaults. His time is too valuable to be passed in acting as vault clerk. He is the executive head of the subtreasury now, responsible for the force of the office, and all of his time should be given to the administration of the inner force of the institution. As matters now are, he has not the time to keep the clerical service keyed up to the highest point of efficiency, and naturally many things must escape him which otherwise would be closely looked after. The committee, after a careful survey of the situation, does not hesitate in recommending that the independent position of vault clerk be created at the St. Louis Subtreasury."

San Francisco: Office of Assistant Treasurer. Page 62, line 1, in lieu of "clerks—one, \$2,000," insert "chief clerk, \$2,000." Same line, after \$2,000, insert "vault clerk, \$2,000," and same line, insert, "clerks—one at \$1,800" in lieu of "two at \$1,800 each."

The estimates provided for a decrease in the salary of the cashier from \$3,000 to \$2,800, with a corresponding increase in the salary of one clerk at \$1,800 to \$2,000, and a change in title to that of vault clerk. The House committee made the reduction in the salary of the cashier, but failed to increase the salary of an \$1,800 clerk with a change in title to that of vault clerk. This adjustment was made in order to distribute more equitably the salaries of the two positions. If the position of vault clerk at \$2,000 in lieu of a clerk at \$1,800 is not provided, it is requested that the salary of \$3,000 be restored for the cashier, as no change should be made in the salary unless it is to be added to that of the clerk to be given the title of vault clerk.

The change in title of a \$2,000 clerk to that of chief clerk was made in order to make it conform with the duties of the position.

## MINTS AND ASSAY OFFICES.

Mint at Denver, page 63, line 9, in lieu of "\$38,000," insert "\$43,600."

A reduction of \$1,600 in the appropriation for salaries and \$2,000 in the appropriation for wages of workmen was recommended, and an increase of \$8,600 was requested for contingent expenses, a net increase of \$5,000. The House bill makes the deduction of \$3,600, but grants an increase on contingents of only \$3,000, making a net decrease

of \$600 instead of a net increase of \$5,000 as estimated by the department. The amount requested is believed to be absolutely necessary on account of the heavy increase in the cost of chemicals, graphite goods, etc., due to the European war, and should be granted in order that the operations of the mint may be carried on without embarrassment.

Assay office at Deadwood: Page 65, line 10, in lieu of "\$500," insert "\$1,500."

The current appropriation is \$500 and an increase of \$1,000 was estimated. The sum of \$500 has been entirely inadequate, and the office has been obliged to refuse business on account of the lack of chemicals and equipment with which to treat bullion. If the institution is to be maintained at all, a sufficient amount of money should be provided to allow normal operations to be carried on.

Assay office at New York: Page 66, line 1, in lieu of "\$90,000" insert "\$95,000."

Conditions at this office during the past year have been unprecedented, and the pressure there promises to continue indefinitely. The Director of the Mint assures me that \$95,000, the sum asked for wages of workmen, is the minimum amount upon which this institution can be operated. Attention is called to the fact that it was necessary to secure urgent deficiency appropriations amounting to \$28,000 for wages and for contingent expenses in order to carry on the business of this office for the remainder of the current year.

Assay office at Seattle: Page 66, line 18, in lieu of "\$5,000" insert "\$6,000."

An increase of \$1,000 has been asked for contingent expenses of the Seattle assay office on account of the increased cost of essential chemicals, graphite goods, etc. This amount is the least that will be required to provide the office with means of treating the large amount of bullion received at this point.

Should the committee desire further explanations, either oral or written, it will be a pleasure to respond when so advised.

Respectfully,

W. G. McAdoo, *Secretary*.

### STATEMENT OF HON. BYRON R. NEWTON, ASSISTANT SECRETARY OF THE TREASURY.

The CHAIRMAN. Who desires to be heard first in regard to the Treasury estimates?

Mr. NEWTON. Senator, it is a question as to what you want to hear us about, as to whether any of the matters covered in the hearings before the House committee were to be taken up.

The CHAIRMAN. We will take up such matters heard before the House committee as we have to take up, but we do not think it is well to repeat the hearings. We will be glad to hear from anybody who has been heard before the House committee if there is something he wishes to present not embraced in the hearings before the House committee, but as those hearings are printed and before us, I do not think it will be worth while to repeat the matter. If you want to supplement in any way, we would be very glad to have you do so.

Mr. NEWTON. The only new items that I care to speak about in my bureaus are some items of the Supervising Architect's Office. The other matters were fairly well covered in the previous hearings.

Here is a letter sent up by the Secretary covering all items, and then there was a supplementary letter, independent of this, concerning the Supervising Architect's Office, and including items that were not in the estimates, and upon which there have been no hearings.

Senator SMOOT. Why not take the appropriations under the office of the Supervising Architect—there are only a few items that are in dispute from the estimated amount—and tell us which items you want to change.

Mr. NEWTON. There are some additional items.

Senator SMOOT. Do you agree to the House appropriations under the head of "Office of Supervising Architect"?

Mr. NEWTON. No, not exactly; because they gave us nothing that we asked for.

Senator SMOOT. I mean as far as it goes. Do you want any changes in the House appropriations?

Mr. NEWTON. Yes; we want the changes that were asked for in the estimates. That is first.

Senator SMOOT. The first one is an estimate for the accounts division, \$2,500. You wanted \$2,750, and the House would not give it to you.

Senator OVERMAN. Maintenance division, \$2,750 you asked, and were given \$2,500.

Senator SMOOT. The accounts division is first. They asked for \$2,750 and got \$2,500.

Mr. WETMORE. The salary of the superintendent of the accounts division is fixed in the present act, and has been for several years, at \$2,500. That is less than is paid other superintendents of divisions.

Senator OVERMAN. Who has charge of that division now?

Mr. WETMORE. Mr. Frank A. Birgfeld. His predecessor was Mr. Parsons. The salary of that position is \$2,500. That division is one of the busiest accounting offices—probably the busiest accounting office—in the Treasury Department. They are handling, probably over a thousand open accounts. The vouchers that go through that division annually will number over a hundred thousand. About \$21,000,000 in expenditures go through that division annually—more than a million dollars a month, on an average, for public-building work, and the remaining \$7,300,000, in round numbers, on account of maintenance of public buildings. The expenditures from the maintenance appropriations are mainly small items, so it makes a large number of vouchers. Those vouchers, among others, are for fuel, computed on the British thermal unit basis, for the larger buildings, and the vouchers for electric current and water, that require considerable time for computation, because the rates are complicated. It is a pretty busy division, and the chief of it is held to a considerable responsibility for correct payments and proper and accurate balances. The pay of the chief of that division, you will notice, is less than the pay of some of the assistant superintendents in the other divisions in the office.

Senator SMOOT. I notice the pay of the accounting and disbursing clerk in one of the executive departments is \$2,500. I think there are a number of other departments paying the same.

The CHAIRMAN. The increases which you insist on are those that have been estimated for and not allowed by the House?

Mr. WETMORE. Yes, sir.

The CHAIRMAN. Have you explained that in your hearing before the House committee?

Mr. WETMORE. Yes, sir; I think so.

The CHAIRMAN. We are seeking to avoid duplication, so if it is in the printed hearings of the House committee, we will not have it before us.

Mr. WETMORE. The items that are marked here are, Chief of Division of Accounts, the Chief of the Maintenance Division, an additional assistant superintendent, an additional administrative clerk

at \$2,500, an increase in the compensation of a foreman vault, safe, and lock shop, a messenger boy at \$600, and a skilled laborer at \$1,200, which have all been explained before the House committee.

The CHAIRMAN. Then you need not duplicate it.

Mr. NEWTON. Senator, there are some other increases that we are asking for. Of course, there was a general understanding with the Secretary, under his direction, in fact, that there should be as few increases as possible asked for, but after explaining the circumstances to him, and after he became thoroughly familiar with the conditions in the architect's office, he consented to ask for these slight increases, and sent this letter under date of March 7 to the chairman of the committee. I care only to make this very brief direct statement, that since the 1st of last April we have been without a Supervising Architect. That salary has gone back into the general fund, and in that time we have doubled the output of the Supervising Architect's office. We are putting under contract now one building every four days. We are disposing of the great accumulation before that office more rapidly than ever before. The men at the heads of the divisions in that office are very efficient, capable men. They are carrying this extra load. They are doing their work very loyally and very efficiently, and they are working overtime. They are men who, on the outside, in the commercial world, performing the same functions and carrying the same load of responsibility that they are carrying there, would get two or three times as much salary as they are receiving now, and we lose a great many of them, and we are going to lose more of them.

We feel that to give these heads of divisions in the aggregate \$7,000 is only fair, that they are entitled to it and ought to have it. I am very familiar with their work; I know the sacrifices they are making. There is one additional place there that we are asking for which is in the estimates, an additional administrative clerk at \$2,500. He is greatly needed.

Senator SMOOT. You have asked for one assistant superintendent in addition, one administrative clerk at \$2,500 in addition to the estimate for administrative clerks at \$2,000 each?

Mr. NEWTON. Yes.

Senator ROBINSON. I was interested in your statement awhile ago that the work is now going forward very rapidly in the office.

Mr. NEWTON. Yes, sir.

Senator ROBINSON. How far is the Supervising Architect's Office behind now with its work—do you know?

Mr. NEWTON. I would say, at the rate we are going now, about three years.

Mr. WETMORE. In 30 months we would clean up all authorizations for building.

Senator ROBINSON. How does it arise that the Supervising Architect's Office is so far behind with its work? Is it due to the increased amount of work that has been imposed upon it by Congress in recent years?

Mr. WETMORE. Yes.

Senator ROBINSON. When did that begin?

Mr. NEWTON. It is due to this condition, that periodically for the last 20 years public buildings bills have been passed, unloading on the architect's office two or three hundred projects. The 1913 bill carried

over 300 projects, and shortly before that bill was enacted the Supervising Architect's Office was reduced, I believe, by about 75 or 80 men, a very few weeks before, so that left us with a diminished force and an increased volume of work.

Senator ROBINSON. Almost ever since I can recall the office has been behind; at least, it has been reputed to be for a great many years. Is it further behind now than heretofore?

Mr. NEWTON. No, it is not so far behind because we are catching up.

Senator OVERMAN. Have you not been doing better without a Supervising Architect than you did with one?

Mr. NEWTON. Yes, sir.

Senator ROBINSON. Do you know the total number of men employed now in the Supervising Architect's Office?

Mr. WETMORE. Two hundred and fifty.

Senator ROBINSON. What was the highest number they ever had employed there?

Mr. WETMORE. I can not give you that. I can supply it for the record. We had at one time nearly twice as many draftsmen as we have now.

Senator ROBINSON. Do you think, at the rate of work is now progressing, if it is not greatly and disproportionately increased by legislation hereafter, it will be caught up with in three years?

Mr. WETMORE. That is my estimate, that it would take 30 months to get out of our office and on the market for bids all the buildings that have been authorized. There are sites that have been authorized for which no buildings have been authorized. I am speaking of authorizations for buildings. Thirty months would get them all out of our office.

Senator OVERMAN. Suppose we pass a public-buildings bill this year?

Mr. WETMORE. If there were added 300 more, buildings it would put us that much more behind. We are working on the basis of a hundred buildings a year. Last year we completed 101 buildings and 10 extensions, and this year we have every prospect of 106 being completed.

Senator ROBINSON. Your estimates do not contemplate the employment of an additional force with a view to speeding up the work and trying to catch up and keep up with it?

Mr. WETMORE. Only one employee is included in this bill for that purpose. I explained that matter before the House committee. If I might be permitted to refer to that one, in a way——

Senator ROBINSON. Certainly.

Mr. WETMORE. In the sundry civil bill we have estimates for five additional technical employees. In the drafting room they are able, with their present force, to turn out more work than can be kept up with in the computing division, where the specifications are prepared; in the structural division, that has charge of the steel and iron work, foundations, etc.; and in the mechanical equipment division, which has charge of the heating apparatus, plumbing, ventilating, etc. It was found that by increasing the forces of these three divisions I speak of—I think it involves five men——

Senator ROBINSON. In each of them?

Mr. WETMORE. No; altogether—that the office would be balanced so that the work that was turned out by one division could be handled



by the other divisions. Of course, we do not get ahead if one division turns out more work than the other division can handle. There was an estimate for one skilled laborer, at \$1,200, which was not allowed by the House. That is one of the items that is in this bill. That position forms part of the additional force in the sundry civil bill to which I have just referred. The idea of that was this. We were able last year to turn out in nine months 75 buildings, which was at the rate of 100 a year. That was from the time the Supervising Architect resigned and the bureau was put under my charge. But it was found that it was an effort on the part of three of the divisions to keep up with the output of the drafting division. They could not do it indefinitely. They did it during that period and have done satisfactorily since. But the force is a little too small to insure the output of 100 buildings a year. However, with the slight increase that we are asking for in the sundry civil bill we feel positive we can keep up the output of 100 buildings.

Mr. ROBINSON. State briefly why this skilled laborer should go in there.

Mr. WETMORE. The reason we put him in here and not in the sundry civil bill is that the sundry civil provides a lump sum appropriation for technical services and does not provide for statutory places. All the skilled laborers in our office are provided for in this bill, and we added this skilled laborer because this seemed to be the logical place to make the estimate. We would have been as well satisfied to estimate for the place in the sundry civil, but there is no authorization for that kind of labor in the lump-sum appropriation in the sundry civil bill. That lump-sum item is all for technical services, draftsmen, computers, engineers, and employees of that character.

Senator SMOOT. There is no doubt that in this is the proper place.

Mr. WETMORE. This seemed to be the proper place. But while we made the same explanation to the House, they did not allow that to go in.

Senator OVERMAN. Should the Secretary appoint some one for this \$5,000 place as Supervising Architect?

Mr. NEWTON. Not until a man comes along who could improve conditions.

Senator OVERMAN. I think you are getting along just as well without him.

Mr. NEWTON. I mean to say, improve the present conditions.

Senator OVERMAN. The present conditions are improved over the old, without him.

Senator SMOOT. There is a Supervising Architect provided for.

Senator OVERMAN. Why provide for him? What position do you hold, Mr. Wetmore?

Mr. WETMORE. I am executive officer.

Mr. NEWTON. I think I may say here what Mr. Wetmore might not want to say. I believe you have been about 20 years there?

Mr. WETMORE. Since 1896.

Mr. NEWTON. Mr. Wetmore is entirely familiar with every phase of the work. He is a lawyer, and he has common sense and business experience, probably not so much of the esthetic impulse as some gentlemen.



Senator SMOOT. With what you have already stated about Mr. Wetmore, why would it not be better to provide for the Supervising Architect at \$5,000, and strike out the executive officer at \$3,250?

Mr. NEWTON. Because that place has to be filled. There must be an executive officer. You see, Mr. Wetmore is simply Acting Supervising Architect.

Senator SMOOT. What I thought was this, that Mr. Wetmore had done so well in both of the places under designation, why not give him the position he ought to have and has been filling and what compensation that office is entitled to and do away with the position of executive officer?

Senator OVERMAN. Why not give him \$4,000, or something like that?

Mr. WETMORE. If you will allow me to answer that, they need that position of executive officer. The work in the office is divided by its organization into different branches. The Supervising Architect is theoretically supposed to have charge of the architectural work of the office. As a matter of fact, the duties that devolve on that position are about 90 per cent administrative and 10 per cent technical, and the technical duties are performed by the heads of the technical divisions. The executive officer is in charge of the administrative work of the office directly. That position is needed there because of the organization of the office as it exists.

Senator OVERMAN. How long have you been without a Supervising Architect?

Mr. NEWTON. Since last April; since the 1st of April.

Mr. WETMORE. April, 1915. I have been acting as Supervising Architect actually since the 17th day of August, 1914. During that time the chief of the maintenance division has been acting as executive officer, and the \$2,000 administrative clerk, whom it is desired to provide for as assistant superintendent at \$2,250, has been acting as chief of the maintenance division during the same period. An official is necessary in each of those places.

The CHAIRMAN. That all can be done by the appointment of a Supervising Architect, as I understand it?

Mr. WETMORE. Yes.

Senator OVERMAN. They have been getting along better without him.

Mr. NEWTON. In other words, the executive officer, Mr. Wetmore, has been performing the duties of a \$6,000 job for \$3,250, and accomplishing twice as much.

Mr. WETMORE. I hardly want to take the credit for all that. I could have accomplished very little had I not had the loyal cooperation and support of the head of every division in the office.

Mr. NEWTON. Therefore I am speaking for you.

Mr. WETMORE. I have had the most loyal assistants in the world there.

The CHAIRMAN. Who appoints the Supervising Architect?

Mr. NEWTON. The Secretary.

The CHAIRMAN. Why does he not appoint one?

Mr. NEWTON. Conditions have improved so much that it has not been found pressing.

Senator OVERMAN. What do you think about cutting that out and then taking into consideration increasing the salary of the executive officer?

Mr. NEWTON. Cutting out the position of executive officer?

Senator OVERMAN. No; cutting out the position of Supervising Architect. Is there any use for such a place as that?

Mr. NEWTON. There should be a head of that office. Whether you should call him Supervising Architect or not I do not know. It is a matter of whether the name fits the job or not.

Senator SMOOT. What would be best for the office, to have a Supervising Architect or have an executive officer, not being able to have them both?

Senator ROBINSON. You have to have them both. They have them both now, as a matter of fact. That is to say, the duties of Supervising Architect are now being performed by the man who is normally executive officer; but, at the same time, some one else who is designated otherwise is performing the duties of executive officer. I think, if you will pardon me the suggestion, the appropriation would have to stay in there as it is. It would lead to endless confusion if you undertook to eliminate either one of the offices.

Senator SMOOT. Will you answer my question? My question was not asked with any determination as to what was the proper thing to do. My question was asked on a basis of if we should decide to eliminate one of those officers, which one should be eliminated? For instance, if I have a superintendent of a mill and a manager of a mill, and wanted to have only one, I would want to decide as to which man, or which position, should be retained. Now, if you had only the one, which would you prefer, knowing the office as you do, the Supervising Architect or the executive officer? I know you think both of them are required, but if you only had the one?

Mr. WETMORE. There should be undoubtedly a head of the office there by whatever title he might be called. The law as it stands requires that there shall be in the Treasury Department a supervising architect, and if that position were eliminated, it would require some supplementary legislation to fill up a gap. For instance, there is considerable legislation on the statute books that refers in one way or another to the Supervising Architect, and the existing contracts refer to certain things which the Supervising Architect is to do. So there must be an architect or an acting architect to handle that business.

Senator SMOOT. Knowing that, if we were going to have only one of them, as I suggested before, I thought that it ought to be the Supervising Architect, cutting out the position of executive officer.

Senator OVERMAN. Yes.

Mr. WETMORE. If that were done, then you would encounter another difficulty. The Supervising Architect's position is a civil-service place, and no one could be appointed to that position except from the civil-service register or by transfer without an Executive order. The Civil Service Commission would require that the actual incumbent of that place should pass an examination as an architect. In other words, they would not allow the transfer of a person from the clerical side to go over in the technical side, without passing an examination.

The CHAIRMAN. The Supervising Architect does not have to be taken from the eligible list under the civil-service rules?

Mr. WETMORE. Yes, sir. The last architect was not, as matter of fact. He had been in our office as a draftsman, went out of our office as a superintendent, or to a similar position, on the mint

building in Philadelphia, came back into our office subsequently as an architectural draftsman, then resigned and was out for a number of years, and was reinstated and appointed under an Executive order.

Senator OVERMAN. He was under civil service?

Mr. WETMORE. That was done during Mr. Cleveland's second administration. James Knox Taylor was the first Supervising Architect who was drawn from the eligible list of the Civil Service Commission.

Senator SMOOT. We understand that pretty well.

The CHAIRMAN. The appointments and increases of salary which you want have been set out in that typewritten letter?

Mr. NEWTON. Yes, Senator.

The CHAIRMAN. And some additions to it by this letter which is photographed?

Mr. NEWTON. No. This is merely a photographic copy of the letter that you have.

Senator SMOOT. I do not want to ask you about the increases in the present salaries, but I do want to ask you in relation to the increase in force. You want one assistant superintendent at \$2,250 in lieu of one administrative clerk at \$2,000. That simply means the transfer with an increase of \$250. Why do you want that?

Mr. WETMORE. That particular position is for the administrative clerk in the maintenance division. The maintenance division is the division that has charge of all the appropriations for the maintenance of public buildings, repairs and preservation, mechanical equipment, operating supplies, operating force, vaults and safes, and furniture. Those appropriations aggregate over \$7,300,000, with the deficiencies that were allowed in the recent bill. There are about 28 or 29 people on that work, and the authorizations are mainly in small amounts. They are for fuel, for light, for water, for repairs to furniture, for equipment of building, and for custodian's forces. Then large ones, authorizations, of course, in connection with equipment of new buildings. But the work is heavy. We have over a thousand buildings now. There were 1,032 buildings the last time I counted them, including 54 marine hospitals. Every building that is added adds to the work of the maintenance division. Last year we put in commission, as I stated a moment ago, 101 buildings. This year we expect to complete 106, and I think there is no doubt but what we will do that, and so it goes on. There has not been any increase in the force of that division for years, and we have reached the point where we need two more \$1,200 clerks to help out in that work. Those clerks we estimate will carry the work of that division without any increase for three years. This administrative clerk has to act as chief of that division when the chief is away, and that chief of division has been practically away from his desk since the 17th day of August, 1914, acting in my place as executive officer while I have been on the architect's desk during that time.

I might say that every absence of the architect, when we have one, and every absence of the executive officer calls for a chief of division to be taken away from his desk and put on my desk as executive officer, and Mr. Sherwood, who is in charge of the Maintenance Division, is the man who is designated to act in my place generally. When he acts in my place, this administrative clerk has to act in his place as chief of division, and that is a frequent thing.

even when we have an architect. So we want to make him an assistant chief of division instead of an administrative clerk.

(The following letter was presented by Mr. Wetmore for insertion in the record:)

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
*Washington, March 7, 1916.*

The PRESIDENT OF THE SENATE,  
*Washington, D. C.*

SIR: Subsequent to the submission in the Book of Estimates for the fiscal year 1917, the department submitted estimates to the House of Representatives for the following increases in compensation of employees in the office of the Supervising Architect: Foreman vault, safe, and lock shop, \$1,100 to \$1,200; superintendent Accounts Division, \$2,500 to \$2,750; superintendent Maintenance Division, \$2,500 to \$2,750; Chief. Files and Records Division, \$2,500 to \$2,750.

Also the following increase in force: One assistant superintendent at \$2,250 in lieu of one administrative clerk at \$2,000; one administrative clerk at \$2,500 in addition to the estimate for administrative clerks at \$2,000 each, as submitted in the Book of Estimates, 1917 (p. 33).

None of the foregoing are carried in the legislative, executive, and judicial bill now under consideration.

Estimates are herewith submitted, additional to the above, for the following increases in compensation: Executive officer, from \$3,250 to \$4,100; technical officer, from \$3,000 to \$3,750; superintendent Drafting Division, from \$3,000 to \$3,700, superintendent, Computing Division, from \$2,750 to \$3,000; superintendent Mechanical Engineering Division, from \$2,750 to \$3,000; superintendent, Structural Division, from \$2,750 to \$3,000; superintendent Repairs Division, from \$2,400 to \$2,750.

The following explanations are submitted:

The increases in compensation of the positions above mentioned are for the purpose of providing salaries in reasonable keeping with the character of services required and the responsibilities resting upon the incumbents of these positions. They are in modest amounts when compared with what is paid outside of the Government service for similar duties and responsibilities. They have been fixed at the respective amounts enumerated for the purpose of adjusting inequalities in compensation.

The assistant superintendent estimated for at \$2,250 in lieu of an administrative clerk at \$2,000 is to provide for an assistant to the superintendent of the Maintenance Division, who is called upon to act as executive officer when the latter or the Supervising Architect is absent. The executive officer has been acting as Supervising Architect since April 1, 1915, and during practically the whole of this time his duties have been attended to by the superintendent of the Maintenance Division as acting executive officer, and the duties of the superintendent of the Maintenance Division have devolved upon the administrative clerk in that division. Furthermore, the work of the Maintenance Division is steadily increasing, every additional public building which is put in commission adding directly to the work of that division, so that an assistant superintendent of the division has become a necessity.

The administrative clerk at \$2,500 is additional to the administrative clerks at \$2,000 estimated for in the Book of Estimates. The creation of this position is recommended for the purpose of employing a suitable person for service in the office of the assistant secretary in charge of public buildings. Sixty per cent of the work handled by this assistant secretary relates solely to public building matters, such as the acquisition of sites, review of the board of award recommendations, letting of contracts, etc. At least 60 per cent of the mail passing over the desk of this assistant secretary pertains to this subject, and should be reviewed by a person specially qualified for the purpose.

As above indicated, there has been no Supervising Architect since April 1, 1915. During this period the responsible officials of that office have so handled matters as to materially increase the output of the office. It is believed that no corresponding period has shown so great an output as the period from April 1 to December 31, 1915. Recognition of this kind of service should be made and the positions and compensations estimated for are in my opinion fully justified and should be provided.

This department will appreciate an opportunity to appear before the Committee on Appropriations of the Senate, and will be glad to furnish any statistics or information which the committee may wish in support of these estimates.

Respectfully,

W. G. McADOO, *Secretary.*

Mr. WETMORE. The only other item we estimated for is a \$600 messenger boy. That boy is employed in the photograph gallery in the Cox Building on New York Avenue between Seventeenth and Eighteenth Streets, where we have the photographic work done in connection with our plans, and he receives \$480 a year. He has picked up the technique of a certain part of the work, so that he is able to perform the same service at odd times that we formerly paid a \$1,200 assistant photographer to do. If we did not have that boy we would be obliged to estimate for a \$1,200 assistant photographer.

Senator SMOOT. If we provide for him, could you cut the three \$480 messenger boys to two?

Mr. WETMORE. Do you mean could we drop one \$480 boy?

Senator SMOOT. I mean could you drop one of them?

Mr. WETMORE. I think we could, because since this estimate was submitted we have made some rearrangement of our messenger force so that probably we could drop one position.

Senator SMOOT. That covers everything.

The CHAIRMAN. Is there anything else to be presented by the Treasury Department?

#### **STATEMENT OF HON. WILLIAM P. MALBURN, ASSISTANT SECRETARY OF THE TREASURY.**

Mr. MALBURN. Mr. Chairman, I want to file a letter from the Secretary. It covers all of the matters that were included in the Book of Estimates, and which the House did not grant, which the Secretary desired to call to your attention. There is an explanation accompanying each item, so I do not think it will be necessary for me to go into those, will it?

The CHAIRMAN. No; if it is set out in the letter.

Mr. MALBURN. There are some things to which I would like to call the attention of the committee briefly. I have been asked by Assistant Secretary Peters, of whose division I have taken charge during his absence, to call the attention of the committee to the estimate for an increase in the salary of the Chief of the Division of Customs, from \$4,000 to \$4,800. This matter was gone into in the hearings in the House, and in this letter to you. I merely want to state that during the past year the division of special agents has been done away with and merged into the Division of Customs. The office of supervising agent has been done away with, which carried a salary of \$4,500, and there has been a saving effected by this elimination of the office of supervising agent of about \$10,000, or a little bit more, I believe, and the additional work and the additional responsibility that is placed on the Chief of the Division of Customs it is felt justifies the Secretary in asking for an additional \$800 a year salary to be paid to him. He is really doing the work that he did before, and that which the supervising agent, with a salary of \$4,500, did before.

Senator SMOOT. Do you ask for the increase of the salary of the assistant chief of the division from \$3,000 to \$3,600?

Mr. MALBURN. Yes. That is set up in that letter, too. I do not want the committee to understand that the matters about which I am speaking are the only ones we are urging, but they are the ones which,



with the exception of that one, possibly, have some particular reason to cause us to urge them, which reasons do not appear in that letter or in the hearings in the House. I understand you do not want me to go over those matters again which were presented before the House committee.

The next one is in the Division of Loans and Currency, where we have estimated for three more clerks than were given. Two of those are reimbursable by the Federal reserve banks. The work in the Division of Loans and Currency has increased very much, and will increase still more during the coming year, because under the Federal reserve act the conversion of the 2 per cent bonds which have been sold by the national banks to the Federal reserve banks will take place, into 3 per cent notes and 3 per cent bonds, and the Division of Loans and Currency has to do all that work. There will be four issues during the year, as the law provides, one in each quarter, and that will necessitate a good deal of additional work. Then each year the new issues of postal savings bonds create new work, and the Division of Loans and Currency will be very shorthanded if it does not get this addition, if it is able to keep up with it at all.

Senator SMOOT. I notice that you asked for three additional, and they gave you one more than you estimated for, at \$900, but refused to give you the one of class 4 and one of class 3.

Mr. MALBURN. They did not give us a \$1,800 clerk and these two reimbursable positions.

Senator SMOOT. I see. One was a transfer from the Treasurer's office?

Mr. MALBURN. Yes. The next point I want to make is with regard to the appropriation of \$250 for law books asked for for the office of the Comptroller of the Treasury. The Comptroller of the Treasury has the greatest library of old, obsolete law books that I ever saw.

Senator OVERMAN. Is that Judge Downey's office?

Mr. MALBURN. Yes. He was Comptroller of the Treasury last year.

Senator OVERMAN. He was here two or three times and urged this.

Mr. MALBURN. And last year he got an appropriation of \$250, which helped out a good deal, but he would need that three or four years before he could get his law library in such shape as it should be.

Senator ROBINSON. Have they any general law library in the Treasury Department?

Mr. MALBURN. There is the law library of the Solicitor of the Treasury, but that is a poor law library, too. I think the Solicitor of Internal Revenue has a few books, but there is no general law library.

Senator ROBINSON. It just occurred to me that it might be a good plan to maintain a library in the building there for the use of all lawyers and a good law library. Two hundred and fifty dollars will not buy any law books.

Senator SMOOT. That question has come up a good many times, and the position taken by the officials of the department has been that to have one central library would mean that the time lost in going to and from it would be greater than what the books themselves would cost.

Senator ROBINSON. In any event, the request is a very modest one.

Mr. MALBURN. The next ones that I wish to speak about are on page 40. The Auditor for the War Department asked for several increases in salaries, and eliminated a clerk or clerks in his office, in



order to make up for those increases, and the increases were not granted to him, but the clerks whom he eliminated were stricken out. I would like to ask that those increases may be granted, or else that the clerk may be restored to him. He is worse off now than he was before. That same thing is true with regard to the Auditor of the Navy. He estimated for a skilled laborer, who was dropped from the Bureau of Engraving and Printing, and the House committee dropped him from the Bureau of Engraving and Printing but did not take him up in the office of the Auditor for the Navy Department. He has been detailed over there under the bureau, so that he has lost a man in the shuffle.

Senator OVERMAN. What was the salary of that place?

Mr. MALBURN. A skilled laborer at \$900. That does not appear in the estimates, but it appears in the hearings before the House committee, where the agreement was made that he might be stricken off of the bureau roll and added to this roll.

The subtreasury at Cincinnati and the subtreasury at San Francisco are the next items to which I want to call your attention. Each of them estimated for a decrease in the salary of one of the clerks with an increase in the salary of another, and the decrease was taken advantage of but the increase was not granted. Their total estimate was just the same as it was last year. At San Francisco \$200 was taken off the cashier and added to the vault clerk. That estimate is just the same as it was last year.

The same thing is true in the office of the Director of the Mint, where certain readjustments were made in order to increase the salaries of some of the officers whom it was felt were entitled to an increase. Others were decreased a corresponding amount, and the decreases were all allowed, but the increases were not. I wish to urge on this committee that if we can not have those increases the status quo be maintained.

The CHAIRMAN. The increases were in salary, and not in the number of men?

Mr. MALBURN. Yes; the increases were all in salaries, not in number of men, and the decreases were all in salaries, I think.

The CHAIRMAN. In the office of the Director of the Mint you asked for one less person.

Mr. MALBURN. Yes; I was mistaken about that.

The CHAIRMAN. \$300 of which was to go to the assayers and \$400 to the private secretary.

Mr. MALBURN. Yes. The next matter is the office of the Commissioner of Internal Revenue. The amount of work that is done in that office is increasing tremendously. There are new duties being assumed by it, imposed upon it, all the time, and the amount of money that it is collecting is increasing all the time. It is absolutely necessary, in my opinion, that he should have more clerks in there.

Senator OVERMAN. He has estimated for two clerks at \$2,750, and five at \$2,500.

Mr. MALBURN. Those matters are all explained in that letter, and I am not going to take up your time with that. What I want to do is to urge particularly this increase in the estimate for clerk hire. On page 56, at the bottom of the page, there is an estimate of \$90,000 for clerk hire for the income tax. There was an estimate made of \$1,000,000 additional for collecting the income tax, and \$90,000, *I think*, for clerk hire. That is to provide clerks in case that million

dollars is granted for the field force. The House gave us \$380,000 for that field force instead of a million dollars. That is 38 per cent of the amount asked for, and if the field force is increased to that amount, it will necessarily mean a considerable increase in the number of clerks needed, and we should have that proportion of this \$90,000 estimated for which appears here on page 56, which will provide enough clerks to take care of that work. That is assuming that the million dollars or any part thereof is granted for the field force.

In addition to that, there is need of more clerks on account of the additional work which they have to do. The cotton-futures act is being administered to a great extent in that office, and the Harrison Antinarcotic Act is being administered in that office, and that has required the organization of a separate section in the miscellaneous division of that office, and I do not know but the cotton-futures act has too; but there has been no appropriation for any additional clerks, and the office is considerably behind. The claims division alone, I am informed, is 11,000 claims behind on account of an insufficient number of clerks there. That was the matter particularly in connection with the Commissioner of Internal Revenue that I wanted to urge upon you.

Senator SMOOT. What increase would you think would be necessary?

Mr. MALBURN. The increase that we have asked for I think is absolutely necessary.

Senator SMOOT. You mean the full estimated amount?

Mr. MALBURN. Not that \$90,000, unless the whole million dollars is granted for the field force, but such proportion of that \$90,000 as we get of the million dollars; but, besides that, as I was just saying, that only would apply to the estimate for this field force. That would not provide enough clerks to do the work which is in the office now and which we have estimated for in addition to this. We asked for 40 additional for the present, and the House gave us 20.

Senator OVERMAN. You are referring to that \$2,220,000 plus \$90,000, and the House allowed you only \$1,600,000, or \$600,000 less than the estimates?

Mr. MALBURN. \$620,000 less than the estimates. That is the difference between the million and \$380,000. They allowed us the \$380,000 for field work. Then \$90,000 was an estimate for enough clerks in the office to do the work which this increased field force would throw in the office.

Senator OVERMAN. What is this field force for?

Mr. MALBURN. Collecting the income tax.

Senator ROBINSON. What additional appropriation should be carried to provide the necessary clerks, \$620,000 more?

Mr. MALBURN. No. That applies to the field force for collecting the income tax. Of course, we would like to get that whole million dollars for collecting that income tax, because we feel that every dollar that is put in collecting that will mean \$5, anyhow, in returns, and we have written in this letter asking that that full amount be granted us.

Senator ROBINSON. All that is discussed in the letter?

Mr. MALBURN. Yes; that is all discussed in the letter. If we only get the \$380,000, we ought to get enough to employ clerks to perform that work in the office; that is to say, the same proportion of the \$90,000 estimated as \$380,000 is of the \$1,000,000 estimated for.

Senator SMOOT. In other words, if you leave that \$1,600,000, which the House provided for, you want that portion of \$90,000 as \$380,000 is to a million?

Mr. MALBURN. Yes; and that is besides the other clerks who are needed there for other purposes.

There are two other little matters in here; one which appears on page 56, in the margin. This was estimated new and omitted:

All internal-revenue agents, inspectors, and the cotton-futures attorney may be granted leave of absence with pay, which shall not be cumulative, not to exceed thirty days in the calendar year, under such regulations as the Commissioner of Internal Revenue, with the approval of the Secretary of the Treasury, may prescribe

Unless this is passed, under a recent ruling of the Comptroller of the Treasury the internal-revenue agents and inspectors will get no leave with pay. They have been getting it heretofore, but the Comptroller of the Treasury has informed us that the law does not justify making those payments, and that hereafter internal-revenue agents and inspectors will not get the 30 days leave which the other employees of the Internal Revenue Bureau get. That legislation is asked to meet that situation.

Senator OVERMAN. A decision rendered on March 30, 1915.

Mr. MALBURN. A year ago.

Senator ROBINSON. Do all the other employees in the Treasury Department get leave with pay?

Mr. MALBURN. All of the internal-revenue employees, yes—practically all of the employees. All of these are field officers; that is, agents and inspectors.

The next one is on page 51, what we call the contingent fund for the Secretary of the Treasury, for investigation and experimentation, and to secure better methods of administration, etc., \$10,000. Fifteen thousand dollars was estimated for, and I would like to urge that, too, on this committee. That \$15,000 was none too much. It was cut down last year from \$20,000 to \$15,000, and there is a great deal of necessity for that appropriation.

Senator ROBINSON. Did you submit an explanation in the statement before the House as to how the fund was spent for the last year?

Mr. MALBURN. Yes. I just want to say that that \$15,000, I think, will be all of it spent for the coming year, because there will probably be a good deal of work done in the Internal-Revenue Bureau and in the field force, a great deal of investigation as to the proper methods of collecting some of those taxes, particularly the income tax, and this fund is the only fund we have available for the purpose of making those investigations.

Senator OVERMAN. You had 15,000 last year?

Mr. MALBURN. Yes.

The CHAIRMAN. It is estimated for again, and the House allowed \$10,000.

(The following letter was submitted by Mr. Malburn for insertion in the record:)

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, March 8, 1916.

MY DEAR SENATOR: I am sending you herewith a letter prepared by Secretary McAdoo prior to his departure from Washington yesterday, requesting that your committee restore to \$15,000 the contingent fund for the Secretary of the Treasury, and giving his reasons therefor.

It was impossible for Mr. McAdoo to sign the letter before leaving, and he instructed me as Acting Secretary to forward it to you.

Sincerely, yours,

BYRON R. NEWTON, *Acting Secretary.*

HON. THOMAS S. MARTIN,  
*United States Senate.*

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
*Washington, March 7, 1916.*

MY DEAR SENATOR MARTIN: I desire to make an earnest appeal to your committee to restore to \$15,000 the contingent fund for the Secretary of the Treasury. The House cut this appropriation from \$15,000 to \$10,000.

The House committee probably based its action on the fact that of a total of \$230,000 appropriated for the contingent fund for the Secretary of the Treasury since 1911, there has actually been expended only \$69,658.22, the remainder having been covered back into the Treasury. I feel that for the next fiscal year the full sum of \$15,000 will be urgently needed and that this sum should be granted. Very considerable economy has resulted already this fiscal year by the close study of approved business methods here in the Treasury Department, and it is my purpose to push this study still further during the coming fiscal year in order to develop further economies. I have a trained force working on this proposition at the present and if I am to pursue this work successfully it will require a study of field conditions outside of Washington. I feel that the satisfying results which have been accomplished with an outlay of less than \$70,000 in six years amply justify this request that my contingent fund be not reduced from \$15,000 to \$10,000 and that I may not be hampered in my efforts to secure economies on a broader scale during the fiscal year 1917.

I hope that your committee will give this favorable consideration.

Sincerely, yours,

BYRON R. NEWTON, *Acting Secretary.*

HON. THOMAS S. MARTIN,  
*United States Senate, Washington, D. C.*

Senator ROBINSON. As a matter of fact, there is a possibility for considerable improvement in the matter of the manner and method of collecting the income tax, is there not?

Mr. MALBURN. Yes; I think there is.

Senator ROBINSON. And the office so regards it?

Mr. MALBURN. Yes. The next one is on page 41, the Auditor for the Interior Department, and Mr. Price, the auditor, is here and would like to make a short statement.

#### STATEMENT OF MR. OSCAR A. PRICE, AUDITOR FOR THE INTERIOR DEPARTMENT.

Mr. PRICE. The reasons for the advances asked for are set forth in the hearing in the House. I put those reasons before the House committee, and instead of allowing the increases they decreased my appropriation \$6,200. I asked the chairman of the subcommittee, when the bill was introduced in the House, why that was done, and he said it had not been decreased. I got the bill and showed him that it had been. He said he did not intend it to be that way. He tried to get his committee together to make it a committee amendment, but with the strenuous work they had in the House, they did not get it together.

Senator SMOOT. You mean they decreased it from the present law?

Mr. PRICE. Yes, sir; the present appropriation, \$6,200.

Senator SMOOT. How was that? The present law is \$128,130, and they have given you \$134,400.

Mr. PRICE. There is \$14,000 lump sum. I changed the lump sum to statutory places.

Senator SMOOT. And they gave you only \$1,500 instead of \$14,000?

Mr. PRICE. Yes, sir; they reduced that \$12,500.

Senator OVERMAN. Is this appropriation for mechanical devices what you allude to?

Mr. PRICE. Yes, sir.

Senator ROBINSON. For rental of mechanical devices. Explain that. What does that mean? How do you expend that?

Mr. PRICE. That is explained in the hearings before the House committee. When we came into the office they were auditing the pension accounts by a system of card punching mechanical devices. I found it unsatisfactory, and discontinued it. But in winding up the work I have pretty near a year's work listing these cards so that I can give the disbursing officer a statement of his pay checks that he can make and return to the Treasury Department, and a list of his outstanding checks. I want the \$1,500 to pay for those tabulating printing machines to wind that up. I am doing it now, under a system that is satisfactory to all parties concerned—the Secretary of the Treasury, the Pension Office, and the auditor's office—without machinery.

Senator ROBINSON. What proportion of that \$14,000 was expended for the rental of the devices, and what for operating?

Mr. PRICE. I haven't the figures on it before me, but I think about \$11,000 for employees and \$3,000 for mechanical devices.

Senator SMOOT. How much increase do you want under the heading of Office of Auditor for the Interior Department? I see they give you quite a number of clerks. You do not want added to the amount appropriated the \$12,500?

Mr. PRICE. I am asking for an increase of six clerks on account of the increased work of that office. The great increase is the Alaskan Engineering Commission. They put all the building of the railroad on us. The appropriation was \$50,000 last year. This year we have \$4,000,000 to handle, and next year \$8,000,000.

Senator SMOOT. You want, then, three more clerks of class 4 and three more clerks of class 3?

Mr. PRICE. Yes, sir. I think they are necessary to handle that large account.

Senator OVERMAN. The Alaskan Railroad Commission?

Mr. PRICE. The engineering commission; yes, sir—building the railroad in Alaska.

Senator ROBINSON. Do you have to handle all their accounts?

Mr. PRICE. Yes, sir; all the vouchers and everything else.

Senator ROBINSON. It would seem that that would greatly increase the work.

Mr. PRICE. It will be \$8,000,000 this coming year they are asking for. I suppose you will give it to them.

Senator ROBINSON. Whether it is eight million or less, it would be a considerable sum, which would greatly increase the work of your office.

Mr. PRICE. Yes, sir; and they inadvertently cut my office down.

Senator SMOOT. You get more this year under both of the heads than you did last year?

Mr. PRICE. Yes, sir.



**Mr. MALBURN.** You had already cut down your lump-sum appropriation last year?

**Mr. PRICE.** No; I did not cut it last year. I got that \$14,000 last year, but made an estimate of \$19,000, and I cut it to \$14,000.

**Senator SMOOT.** Last year you got \$142,130?

**Mr. PRICE.** Yes, sir.

**Senator SMOOT.** This year you will get, if it is allowed, \$146,100?

**Mr. PRICE.** Yes, sir; \$4,000 increase to handle the increased work of the office.

**The CHAIRMAN.** You want that increase in additional number of clerks at the statutory salary, not lump sum?

**Mr. PRICE.** I do not like a lump sum, and I am going to change it to the statutory places.

**Mr. MALBURN.** That is all I have. I would like to file this little memorandum as an appendix to what I said in regard to the customs division.

(The memorandum referred to is printed in the record in full, as follows:)

**REASONS WHY THE ESTIMATES SUBMITTED BY THE SECRETARY OF THE TREASURY FOR THE CUSTOMS DIVISION SHOULD BE APPROVED.**

(1) These estimates were predicated upon a consolidation of two divisions, resulting in a net decrease of operating cost of \$10,120.

(2) This consolidation throws upon one man the work heretofore done by two men, one of whom received a compensation of \$4,000 and the other \$4,500 per annum. It is not only unfair to ask one man to do this work at \$4,000, but it will be impossible to retain a competent man at that figure.

(3) The salary of \$4,000 is less than that received by a number of persons immediately subordinate to the Chief of the Division of Customs, among them five special agents who now receive \$4,380 per annum; it is also less than the compensation paid the special deputy collector at New York, the law clerk to the collector, the cashier, and the auditor at that port; the special deputy collector at Boston; and a number of others who are subordinate to the Chief of the Division of Customs.

(4) The compensation of \$4,000 was fixed for the Chief of the Division of Customs at a time when the work relating to the supervision of the customs service was divided between three offices—the work relating to the personnel and expenditures being performed in the Appointment Division and that relating to the special agents in the Special Agents' Division. This work is now all consolidated in the Customs Division. The annual cost of collecting the revenue from customs had increased for 10 years an average of \$300,000 per annum. To remedy this situation the control of expenditures was transferred to the Customs Division in August, 1913. Since that time the cost of the Customs Service has decreased \$1,300,000, an average of over \$400,000 per annum. This was accomplished chiefly by the ceaseless labors, the expert knowledge, and the tireless energy of the Chief of the Division of Customs, continuance of which can not be expected without some recognition. In addition to this, he now has imposed upon him the duties and responsibilities of supervising agent.

(5) The Customs Service has the largest field service under the Treasury Department, consisting of approximately 7,000 people. Its annual expenses are approximately \$10,000,000. The Customs Division is charged with the operation and control of this service and in addition thereto the very technical and important matters of weighing, gauging, tariff classification, and appraisement of imported merchandise. The work of the Division of Customs is at least as important and difficult as that of any bureau in the Treasury Department, or of any of the bureaus in other departments, the heads of which receive \$5,000 or more per annum. While called a "division," the work of the Customs Division compares with that of bureaus rather than that of other divisions. Indeed, there is no other division in the Secretary's office that has a field service under its control.

(6) Work such as that done by the Customs Division, both in reducing expenses in its field service and at the same time increasing its efficiency and saving expense in the department by taking over the work of another division, should be encouraged and not discouraged. To improve the Government service by the elimination of



duplication and the centralization of authority, leading to increased efficiency, thus necessarily throwing increased responsibility upon a chief of division, will be impossible unless some recognition is given in the way of increased compensation. The action of the House committee is therefore discouraged to all Government officers and employees and should be remedied by the Senate committee.

Mr. NEWTON. There are a number of other items I would like to have spoken about, but anything that was considered before the House committee you do not care to hear about?

The CHAIRMAN. I did not mean to say that. I said you need not repeat things you had already stated before the House committee, as their hearings were printed, and we would have access to them.

Mr. NEWTON. Nearly everything is covered in this letter to you. There are some contingent expenses under the control of the chief clerk, but he is out of the city; the matter of the stables and filing cases and shelving and a few things of that sort. I understand if they are not restored it will mean a deficiency—you will have to meet a deficiency—and I think that is all covered in the letter.

There is one matter, however, which the captain commandant of the Coast Guard would like to present to you.

#### **STATEMENT OF CAPTAIN COMMANDANT ELLSWORTH P. BERTHOLF, OF THE COAST GUARD.**

Capt. BERTHOLF. We asked permission to drop one messenger and increase two clerks \$400 apiece. We have lost the messenger and have not got the increases of the clerks. That is on page 47, to increase the two clerks from \$2,000 to \$2,200.

The CHAIRMAN. You want Mr. Sommers's salary increased \$200?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. He is getting \$2,000 now?

Capt. BERTHOLF. Yes, sir. Then, four of class 4, nine of class 3. Our estimate called for five of class 4 and eight of class 3. That man is doing what two men did before. He has the whole of the Life-Saving accounts and the Revenue-Cutter accounts combined in the Coast Guard, and he gets \$1,600.

Senator SMOOT. You want him to be transferred to the fourth class?

Capt. BERTHOLF. Yes, sir; if you please; and we do not need the messenger anyway.

Senator SMOOT. The messenger you do not care for?

Capt. BERTHOLF. No, sir.

The CHAIRMAN. There are two messengers and an assistant messenger?

Capt. BERTHOLF. There used to be two laborers. We think we can get along with one less.

The CHAIRMAN. That was stricken out in the House?

Capt. BERTHOLF. Yes, sir.

The CHAIRMAN. The present law gives two laborers, and the House struck out one and put in one laborer?

Capt. BERTHOLF. That is right.

The CHAIRMAN. That is what you were satisfied with?

Capt. BERTHOLF. I was satisfied with that if they gave us the increase.

The CHAIRMAN. The increase in the two salaries?

Capt. BERTHOLF. Yes, sir.

Senator OVERMAN. You said you really did not need the laborer anyway?

Capt. BERTHOLF. No, sir.

**STATEMENT OF COL. WILLIAM W. HARTS, IN CHARGE OF  
PUBLIC BUILDINGS AND GROUNDS.**

Col. HARTS. I have a few things here I want to ask consideration of, Mr. Chairman. On page 77 the most important item is one of an elevator for the State, War, and Navy Building, which was put in my estimate, but appears to have been omitted in the bill. In the State, War, and Navy Building we have 2,500 occupants, and two elevators on the Navy side are the very old-style elevators that were put in 30 years ago. All the other elevators have been replaced by high-speed ones except those two. One of them you could never replace, because it is used for freight, but the other elevator it is very highly necessary to have replaced by two high-speed elevators, as the others have been. The elevator service in the State, War, and Navy Building has been complained of a great deal by people because it is inadequate, and the only thing we can do is to do what I have been hoping would be done, to make an increase, but evidently it has been omitted. It would cost \$20,000.

The CHAIRMAN. I have no doubt it would be very desirable and helpful; but you know the difficulty about getting money for very vital things now.

Col. HARTS. Yes, sir.

The CHAIRMAN. That leads me to ask if you can not get along with it awhile longer as it is.

Col. HARTS. We will have to. It is just a matter of your judgment. I just wanted to submit it for your judgment.

The CHAIRMAN. I have no doubt it is needed, but perhaps we ought to eliminate everything that is not absolutely necessary at this time.

Col. HARTS. I would not want to insist against your better judgment.

The CHAIRMAN. You can get along, as I understand it, with some inconvenience?

Col. HARTS. The Secretary of the Navy was especially desirous that I should take this matter up and present this side of it to your committee. So I felt that the need of it was so urgent that I ought to present it.

Senator SMOOT. There is no danger to the employees?

Col. HARTS. No, sir; it is a question of convenience, a question of ease in doing Government work—ease and quickness.

The CHAIRMAN. We understand that and will consider it.

Col. HARTS. The next point is in the Navy Department Annex, in the new building that has been erected and which we are required to take care of in the matter of elevator service, and so on. There are three elevators, and under the law we are allowed only two elevator conductors, at \$720. That was a relic of the old Mills Building, where they had only two. We have three elevators now. It will be necessary for the Marine Corps to assist by putting in a Marine enlisted man. You will find that on page 77, line 17, two elevator conductors, at \$720. I would like to have that three elevator conductors to run three elevators.

Senator SMOOT. How have you been doing in the past?

Col. HARTS. This has been finished only a little over a year, and now we have a Marine who is running the third elevator as a matter of courtesy.

Senator ROBINSON. That is certainly a good proposition, to my mind. If they have three elevators, they ought to have a man for each elevator.

Col. HARTS. In the State, War, and Navy Building I have cut down the number of scrub women from 80 to 70, so we are making a saving of something like \$2,400 a year. In this act also the watchmen are cut down from 40 to 30, making a further saving of \$1,400 a year. The reason I can get along with a less number in both of those places is because we have stricter supervision. That puts a greater burden on my force, and I would like in place of that to increase a clerk of class 3 from \$1,600 to \$2,000. You will find that on page 76, line 16. I would like to make him assistant and chief clerk. There is also an estimate for a stenographer and typewriter from \$900 to \$1,200. I would like to ask that amount on account of the extra demands made on his time.

Senator SMOOT. I suppose those words "chief clerk" are put in there so as to justify the increase?

Col. HARTS. Yes, sir. That is not a quite fair-sized office—three or four people—and we have to do a great deal in the way of clerical work.

The CHAIRMAN. You want to change that clerk of class 3 to assistant and chief clerk. It is not an addition?

Col. HARTS. It is no additional place.

The CHAIRMAN. What is the present salary?

Col. HARTS. Sixteen hundred. The stenographer, who is now getting \$75, I will not be able to keep unless I raise his pay. I will have to put in and break in a new man.

Senator ROBINSON. You want to make that \$1,200?

Col. HARTS. I want to make that \$1,200, where it says "Stenographer and typewriter."

The CHAIRMAN. In reducing the number of those scrubwomen is additional work put on them. Are what are left sufficient to do it without being unreasonably overworked?

Col. HARTS. Yes, sir. We have stated a limited area for each scrubwoman on duty of about 2,300 feet a day.

The CHAIRMAN. And you think this does not impose additional work on what are left?

Col. HARTS. We are getting better work now. They do not get in each other's way. We have adopted a better system.

Senator OVERMAN. Could not that system be adopted in a good many of the offices to advantage?

Col. HARTS. Yes, sir. I can get along with 10 less watchmen with this present system, but at present it seems doubtful whether it is wise to cut the watch force down, in view of possible accidents that we may have with people such as they had here in the Capitol—crazy people. I am going to bring them down to 30 instead of 40 watchmen just as soon as this troublous condition is over. I have already started it, but I was asked to put them back by one of the secretaries.

The CHAIRMAN. You say you can not keep the typewriter you have at \$900?

Col. HARTS. No, sir. I would like to raise his pay to \$1,200. That would be changing his designation from "Stenographer and typewriter" to "Clerk of class 1."

The next point I would like to suggest is the question of a motor cycle. I asked in my estimate for two motor cycles, one for the inspection of the park police. We have been putting our police on bicycles, and they have been covering a great deal more territory. The reason for that is that we have opened up about 3½ miles of road in East Potomac Park, which is a new road, never been opened before, and there is a great tendency to speed. This is for the sergeant, so that he can inspect the police over the city. He rides about a thousand miles a month, but that is not enough. I want him to cover more space.

Senator OVERMAN. He has nothing to do with the policemen except the park police?

Col. HARTS. No, sir. But they are scattered all over the city.

The CHAIRMAN. You want two motor cycles instead of one?

Col. HARTS. Yes, sir.

The CHAIRMAN. You think you could not get along with one?

Col. HARTS. No, sir. I would like to have one for the sergeant and one for speeding in Potomac Park, because we have had a great deal of speeding people there, riding too strong on the long stretches. We want to have people enjoy it down there, but some few people come along who make trouble for the people who want to abide by the regulations.

The next one is one of park police, which begins on page 74, line 17, one sergeant of park watchmen, \$950, one second sergeant of park watchmen, \$900. I would like to increase the sergeant of park watchmen at \$950 to \$1,000, \$50 a year additional. It is a small amount, and I think we are warranted in giving it.

The CHAIRMAN. You have these men now at these salaries?

Col. HARTS. Yes, sir. I asked for a third sergeant at \$900, but that was omitted, and the reason for my asking was that I now have to have a private do the sergeant's duty. The inspection and supervision of the park police is the main feature of keeping up the efficiency. Inspection is one of the principal things we have to look out for, and if we can inspect them properly and efficiently, we get the service from them. So I would like to have that one private who is acting as a sergeant get the rank and pay of a sergeant. He is now getting \$840. It would mean \$60 a year more to him.

Senator SMOOT. Then as private he would get \$840?

Col. HARTS. I want to have him get \$60 more.

The CHAIRMAN. Where is that in the bill now?

Col. HARTS. It is not in this copy of the bill. It is in the House bill. It is estimated in line 18.

In line 13, on the same page, it says "landscape architect, \$2,400." I would like to ask to have the words inserted "and the purchase of park designs."

The CHAIRMAN. Could you not do both under this language?

Col. HARTS. But the point is that if we have it arranged this way, I should then not have a permanent landscape architect. I could

employ a man for a few months for special work, or I could purchase designs up to that amount, and it seems to me it would be a wise thing to have the possibility of not getting a man permanently employed, but temporarily employed, if necessary, or purchase a design, as a design, without the question of personal service coming in.

Senator OVERMAN. You want to purchase designs out of this \$2,400?

Col. HARTS. Yes. But the amount not to be increased, but either to employ a man at \$200 a month, or to purchase designs.

Senator SMOOT. Whatever you think would be the best?

Col. HARTS. Yes, sir. I think I can do my work a little better.

Senator OVERMAN. You would have to pay him \$200 a month?

Col. HARTS. Yes, sir. There is only one other point I want to ask, and that is, I asked for more park police. In the bill as it was passed it gives me one extra. I asked for six, one noncommissioned officer, whom I have just spoken about, and five privates.

Senator SMOOT. You want 23 instead of 22?

Col. HARTS. I wanted 24.

Senator SMOOT. In Potomac Park you want four instead of three?

Col. HARTS. I want five instead of three.

Senator SMOOT. The estimate was only for four.

Col. HARTS. Four in Potomac Park, and two in Lafayette, McPherson, Franklin, and Farragut Parks, line 18, and two instead of one in line 17, and three in line 11 instead of two, in the Smithsonian Grounds. I will explain my reason for that. That means an increase of four over the present bill. We want to put night men on between 12 o'clock and 8 in the morning, in Stanton Park, in the Mall, covering that large area, to prevent depredations after 12 o'clock. We find there are a great many people commit depredations early in the morning, who have injured our shrubbery in the parks. I would like to have one more there, one more in the vicinity of Dupont Circle, Iowa Circle, and Farragut Circle, covering on bicycle a large area there, so that we would have two men on duty in the city.

Senator SMOOT. That is, two men in the city and two in the parks?

Col. HARTS. In East Potomac Park, in this new area that has just been opened, there are no police at all, and we have to expand our force that we have in West Potomac Park to cover all that area, which we have great difficulty in doing.

Senator OVERMAN. Is that the road that leads around by the War College?

Col. HARTS. Yes, sir. So that it means that I am asking for one noncommissioned officer and four privates more than are included in this bill.

#### STATEMENT OF MR. THADDEUS E. MCGOWAN.

Mr. MCGOWAN. Mr. Chairman, we are here in the interest of the park employees, of public buildings, who are paid \$1.60 a day, and we want \$2.50. Under the present wages the system is this, that with \$1.60 we lose all wet weather, and work, at most, in the year about five months, which is entirely inadequate to support our fam-



ilies, and it is just simply where we are seeking \$2.50 a day in order that we may be able to live.

Senator ROBINSON. How many laborers of this class are employed?

Mr. McGOWAN. Possibly about from three to four hundred, on an average, all the year round.

Senator ROBINSON. What do those who work in the parks do the remainder of the year?

Mr. McGOWAN. They only keep about possibly one-third of the number employed during the winter months. The other two-thirds are laid off, or possibly one-fourth, and the other three-fourths are laid off, and this one-fourth work all the year round. The other three-fourths lose all the wet weather and are paid the small sum of \$1.60 a day, which is entirely too small. We are seeking an increase to \$2.50 a day.

Senator ROBINSON. They are paid \$1.60 for the days they actually work?

Mr. McGOWAN. For the days they actually work. They lose the wet days.

Senator ROBINSON. What kind of work do they do mostly?

Mr. McGOWAN. We cut grass, build the walks up, and all kinds of work, pick and shovel work.

Senator SMOOT. You are under the civil service?

Mr. McGOWAN. No; not under the civil service. I understand that Col. Harts has placed the public buildings and grounds under the civil service now.

Senator SMOOT. I understood so, too.

The CHAIRMAN. Col. Harts says they have been put under the civil service now.

Mr. McGOWAN. That has been done lately. I did not know that. I heard that, but I was not sure.

Senator SMOOT. What is the age of the men generally? Are they old men, or middle aged men?

Mr. McGOWAN. The ages of the men generally are possibly from 20 up to 30, 35, 40, and 45. Possibly there are some older, 50 or 55 years of age, long-time workers. But most of the men employed now are young men, from 20 to 35.

Senator ROBINSON. How do the wages you receive compare with wages for similar work of private concerns?

Mr. McGOWAN. I think the wages of private concerns are much higher than \$1.60 a day. In the first place, in the park departments in other cities they get from \$2.50 to \$3. In the city of Richmond, Va., they get \$2.25 a day for eight hours' work, and they get all holidays. In New York they get \$2.50, and similar rates in other cities like that.

Senator SMOOT. Do they do the same work you do?

Mr. McGOWAN. The same class of work.

Senator ROBINSON. What do they get in Baltimore?

Mr. McGOWAN. Two dollars and fifty cents a day. The work we are doing really takes a skilled man to make a good job of the work, such as edging up a border or building sand walks. To make an edge of grass you have to be accurate with your spade. It takes practice to do this kind of work. You can not take men out of the gutter to do the work. They will make a failure of it. I have seen men who worked three years and could not do the work.



**STATEMENT OF MR. H. S. REESE.**

**Mr. REESE.** Mr. Chairman, I have my thoughts on paper. Would you object to my just reading them?

**The CHAIRMAN.** Not at all.

(The paper referred to is printed in the record in full, as follows:)

We, the undersigned, park employees of the public buildings and grounds, respectfully petition an increase in salaries from \$1.60 per diem to \$2 per day, and we appeal to Congress through you.

Under the existing circumstances we can not be promoted, hence we appeal to you for justice, as we are not protected by the classified civil service, but are paid from an appropriation from Congress, in which the Superintendent of Public Buildings and Grounds pays the said employees. We also ask to be paid twice monthly, like most of the other departments.

We just recently petitioned Col. Harts, who is in charge of the public buildings and grounds, and he informed us that he can not do anything without an appropriation from Congress.

There are about 300 men in this department, the majority of whom are married and have families to support.

Following is the wage scale per day paid to park employees in several other cities: New York, \$2.50 per day, paid weekly; Richmond, Va., \$2.25 per day, paid monthly, Baltimore, Md., \$2.50 per day, paid weekly; and Chicago, Ill., \$2.25 per day, paid twice monthly.

This is the minimum wage scale for park employees in these cities, while in the Capital City the minimum wage scale is \$1.60 per day, and we are paid only once a month. It seems to us employees that we are unjustly discriminated against. Ours are the most beautiful parks in the world, and yet we are paid less for caring for them than any of the employees in the other cities.

We hereby submit a list of salaries paid in the different departments of Washington:

Department of the Interior: Salaries paid to unskilled laborers: \$480, \$540, \$600, and \$660 per annum. The payments are made twice monthly, and 30 days of annual leave and 30 days of sick leave are allowed.

Department of Agriculture: Salaries paid to unskilled laborers: \$40 to \$70 per month, paid twice monthly; 30 days of annual leave and 15 days of sick leave.

National Zoological Park: Salaries paid to unskilled laborers, from \$1 to \$2.25 per day, according to age and ability and the character of the work for which they are employed. They are paid twice monthly, receive pay for legal holidays, and are allowed annual leave for not more than 30 days. Temporary laborers are allowed leave for 1½ days per month when employed 9 months.

Government Printing Office: Salaries paid to unskilled laborers: At the rate of 25 cents per hour. They are paid bi-weekly and are allowed 30 days of annual leave of absence.

These facts have been furnished by the various chief clerks of these departments.

It has been proved that \$12 is the least a man with four children under 13 years of age, can live on. Following are the expenses incurred per week: Food, \$6.50; rent, \$1.90; clothing in cash, \$1.50; fuel and light, \$.50; insurance, \$0.20, and incidentals, \$1.40. This shows that \$1.60 per day is not sufficient for the mere necessities of life, and that wage at least ought to be paid to every workman in the city of Washington.

So we appeal to Congress for justice, and hope you will take the matter under consideration at once.

Respectfully,

T. E. MCGOWAN,  
J. F. ESSIG,  
H. S. REESE,  
*Committee.*

**Mr. REESE.** I have asked the indorsement of the Pacific association for an increase of wages, an association which represents about 400 men or more, and they indorsed it to a man; also the Lincoln Park Association indorsed it.

There is just one other thing I would like to read. I think it gets to the very gist of the matter. It is as follows:

LOWEST COST OF LIVING.

Trained investigators from two societies in New York set out to find the lowest possible weekly income upon which a family of five can be supported. They studied the question from figures furnished by families. Their verdicts were within a dollar, one setting \$16 and the other \$15 as the least amount that would purchase the bare necessities of living for such a family.

In Washington no such thorough inquiry has yet been made, though one is under way. Experts from two relief-giving organizations here unite in saying that \$15 is a reasonable minimum income, and that \$12 is the very smallest on which, by most careful management, a family of five can live.

In view of these figures the plea of several social-service organizations that the wage of day laborers be raised above \$1.50 is entirely reasonable. Such a plea is not made in the mere interest of fair play and justice; it is a matter of community economics. Out of the scores of families assisted by one of these organizations it was found that not one was being supported outright, but that the calls were all from families with inadequate incomes.

The social workers naturally urge that the District government set the example by raising the pay of its own day laborers to more than \$1.50 a day. It is poor business for a city to pay its workers too little to live upon, and then throw the burden of maintaining them on another department of the city government, the charities office, or expect private contributions to help maintain them.

There is even a worse result than the discomfort of the families, and their loss of self-respect. The most far-reaching effect is upon the children. They must forego school and work, or else they are likely to be poorly nourished and insufficiently clothed.

STATEMENT OF COL. W. W. HARTS—Resumed.

Col. HARTS. Mr. Chairman, this matter of the wages we have been giving a great deal of consideration to in our office, to see if we could not recommend something that would be more than \$1.60, because it does seem small. But when we looked into it we found that we were paying on account of the peculiar conditions in Washington, 10 cents a day more than the city was paying, and we are paying 10 cents a day more for eight hours work than the contractors in the city are paying for 10 hours. So we are paying more in the parks than anyone else in the city for a corresponding grade of labor.

Senator OVERMAN. You are paying more than some of the skilled labor in some of the departments receive?

Col. HARTS. Yes. We are getting the very best labor. We are getting the choice, because we pay a higher rate than anybody else. The conditions in Washington are a little bit different than in other cities, so you can hardly compare them.

Senator SMOOT. Does Baltimore pay \$2.50?

Col. HARTS. Yes. But you will find that there is a political aspect to the question there, and park wages are raised to an abnormal stage, and local labor will not follow that by any means.

Senator OVERMAN. Can you not pay them every two weeks?

Col. HARTS. I could not possibly get the men to do it with the present clerk hire.

Senator OVERMAN. How many clerks would it take to pay them every two weeks?

Col. HARTS. We would have to have two more men in my office to pay them every two weeks. I have been trying to do that. I have all the White House employees and the park employees and the garden employees.

The CHAIRMAN. If you ever paid any of them twice a month you would have to pay them all?

Col. HARTS. Yes.

The CHAIRMAN. You say this \$1.60 is more than is being paid for like labor in the city of Washington?

Col. HARTS. Yes, sir.

The CHAIRMAN. The Government employment or private employment?

Col. HARTS. Yes, sir. We are paying more than is being paid in private employment and by the District.

Senator OVERMAN. Why did you put them in the civil service?

Col. HARTS. I did not do it. They have been under civil service for some time, and they had been excusing us from applying to them, but about two months ago they withdrew that. I saw the chairman of the Civil Service Commission to-day and asked him if he had plenty of labor for us for the summer, and I think he said he had 2,000 men ready to take positions at \$1.60 a day.

(Thereupon, at 5.20 o'clock p. m., the subcommittee adjourned until to-morrow, Saturday, March 18, 1916, at 10 o'clock a. m.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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**SATURDAY, MARCH 18, 1916.**

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UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to call, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Robinson, and Smoot.

The committee thereupon resumed the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

## WAR DEPARTMENT.

### STATEMENT OF BRIG. GEN. HENRY P. MCCAIN, UNITED STATES ARMY, THE ADJUTANT GENERAL OF THE ARMY.

#### CLERICAL FORCE, ADJUTANT GENERAL'S OFFICE.

Gen. McCAIN. The first list I desire to call your attention to, Mr. Chairman, is on page 67, under The Adjutant-General's Office. I should state that I presented this memorandum of mine to the House committee, but it was not incorporated as recommended by me at the time. If the committee will permit me to do so, I will submit this statement. I have here a signed statement.

The CHAIRMAN. We shall be very glad to have you leave it. That was presented to the House committee, and was not allowed?

Gen. McCAIN. It was not allowed. I will content myself with putting that statement in.

(The statement above referred to is here printed in full, as follows:)

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WAR DEPARTMENT,  
THE ADJUTANT GENERAL'S OFFICE.

#### REORGANIZATION OF THE CLERICAL FORCE OF THE ADJUTANT GENERAL'S OFFICE.

Under date of January 7, 1916, the Secretary of the Treasury, at the request of the Secretary of War, transmitted to the Speaker of the House of Representatives an estimate of appropriations for "Salaries, Adjutant General's Office," for the fiscal year ending June 30, 1917, to be substituted for the estimate submitted on page 69 of the Annual Book of Estimates for 1917. That substitute estimate is printed as

Document No. 510, House of Representatives, Sixty-fourth Congress, first session. It provides for the following changes in the clerical force of the office:

One chief clerk, at \$2,750, instead of \$2,250.

One assistant chief clerk, at \$2,500, instead of one chief of division, at \$2,000.

Three chiefs of division, at \$2,250, instead of three chiefs of division, at \$2,000.

Ten principal clerks, at \$2,000, instead of six chiefs of division, at \$2,000, and four clerks of Class IV (\$1,800).

Forty-eight clerks of Class IV, as in existing law.

Fifty-nine clerks of Class III (\$1,600), a reduction of five.

Ninety-three clerks of Class II (\$1,400), a reduction of one.

Two hundred and thirty clerks of Class I (\$1,200), a reduction of one.

Thirty-eight clerks, at \$1,000, an increase of three.

The net increase in the total appropriation is only \$2,150.

This rearrangement of the salaries of employees of the office is desired to permit the reorganization of its clerical force in the interests of efficiency and good administration. It is believed that the beneficial results obtained will more than compensate for the slight increase, and favorable action is earnestly recommended.

A somewhat similar reorganization was contemplated when the estimates for appropriations for the fiscal year ended June 30, 1915 (Annual Book of Estimates for 1915, p. 60), were prepared. In those estimates it was proposed to make certain increases in salaries, amounting to \$13,150 in all, and to make a reduction, amounting to \$14,810, so as to make a net reduction of \$1,660 in the entire appropriation. The legislative, executive, and judicial appropriation act for the fiscal year 1915 provided for a reduction of five clerks (one at \$1,200 and four at \$1,000) and three assistant messengers, at \$720, a net reduction of \$7,360, so that with the increase now proposed there would still be a net reduction of \$5,210 in the yearly appropriation.

H. P. McCAIN, *The Adjutant General*.

#### APPORTIONMENT OF SPACE, STATE, WAR, AND NAVY BUILDING.

Gen. McCAIN. The next one is on page 77.

Senator SMOOT. Let me ask a question in relation to The Adjutant General's Office. All you wanted there was the increases in salaries asked for?

Gen. McCAIN. The increases in salaries. It involves an increase of \$2,150 for the whole. It is a reorganization scheme.

Senator SMOOT. Yes; I understand. What page do you refer to now?

Gen. McCAIN. Page 77, the provisos beginning on line 4, and ending on line 19.

The CHAIRMAN. That is for a rearrangement of space in the building?

Gen. McCAIN. Yes, sir; I regard the proviso on page 77 as so important that I have here a statement at some length referring to it.

The CHAIRMAN. General, that matter was presented pretty fully to the House committee.

Gen. McCAIN. I did not have a hearing on it at all in the House committee, Mr. Chairman.

The CHAIRMAN. We shall be glad to have you give your views. Perhaps I ought to state that my mind is made up about it, as far as I am concerned, to the effect that I am not going to favor any change from the present plan. I am not willing to give it to Col. Harts, and I am not willing to let the majority of the three Secretaries rearrange the matter.

Gen. McCAIN. I do not want to take up unduly the time of the committee, but I have here a very complete statement giving the history of this whole matter.

The CHAIRMAN. What is your attitude — that you want it to stay where it is?

Gen. McCain. I should like to have it stay where it is.

The CHAIRMAN. I have made up my mind to that effect, because I do not see any better arrangement—not that it may be perfect, but I do not see any better arrangement at present.

Senator Smoot. That is, you are opposed to the House provision?

Gen. McCain. Yes, sir.

Senator Smoot. You want it stricken out?

Gen. McCain. I want it stricken out. I have given, as I say, a very complete history of that matter.

The CHAIRMAN. We shall be glad to have that. I want it to go in the record, because other people may not agree with me.

Senator Smoot. Put it in the record.

The CHAIRMAN. Yes; put it in the record.

Gen. McCain. I shall be glad to do so, sir.

(The matter referred to is here printed in full, as follows:)

**MEMORANDUM RELATIVE TO THE PROPOSED ENACTMENT OF LEGISLATION AUTHORIZING THE COMMISSION IN CHARGE OF THE STATE, WAR, AND NAVY DEPARTMENT BUILDING TO APPORTION SPACE THEREIN AMONG THE DEPARTMENTS NOW OCCUPYING IT.**

In the hearings before a subcommittee of the House Committee on Appropriations in charge of the executive, legislative, and judicial appropriation bill for 1917, reference was made by the superintendent of the State, War, and Navy Building to the large number of rooms and the amount of floor space occupied by The Adjutant General's Office, and a comparison is made between that space and the space occupied by the State and Navy Departments. In making such a comparison no consideration appears to have been given to the fact that The Adjutant General's Office is a large office, that as the central office of record for the War Department it is necessarily so, and that the enormous collection of records in its custody covering the entire period of the existence of the Government, and even prior to its organization, requires a large amount of floor space for even the most compact filing of them.

The recognized value of these records and that the chief consideration which influenced Congress to appropriate a sufficient amount for the erection of the State, War, and Navy Building was the necessity for providing a place for their safe-keeping are shown by the following extracts from reports of Secretaries of War:

Report of Secretary of War, November 20, 1869 (Secretary Belknap):

"A building capable of accommodating all the bureaus of the War Department, fire-proof and secure, is much needed. Military records of great value are exposed to destruction, and are so scattered as to impede and delay the public business. The monthly rental of buildings and lots occupied by buildings owned by the United States, amounted to 4,264.19, being a yearly rental of \$50,954.28." \* \* \*

"The public military records, of great value to the Treasury in ascertaining the facts in relation to claims of vast amounts and of great value to the people who have just claims arising out of military service and military operations, are now scattered through many buildings, none of which, I believe, are safe or fireproof."

Report of Secretary of War, November 30, 1870 (Secretary Belknap):

"The different bureaus of the War Department, now scattered in many localities in Washington at a distance from each other, should be concentrated in one building. At the last session of Congress measures looking to this end were presented and discussed, but failed of enactment. Records of incalculable value to the Government, exposed to fire in buildings easily destroyed, are in constant danger and can not be stored away on account of the necessity for their daily use in the current business of the department. The loss of the records of any one of these bureaus from this cause would be a great calamity, and their preservation thus far may be considered providential. By the distance which separates these buildings from each other great delay is caused to public business and great inconvenience to those interests which require prompt attention. The present system of hiring separate offices is an expensive one, as a yearly rental of over \$50,000 is paid for those used, that known as the War Department, or northwest executive building, accommodating but one bureau of the department besides the immediate offices of the Secretary and the General of the Army. Nine of the bureaus are located elsewhere."



Report of Secretary of War. 1871-72 (Secretary Belknap):

"The attention of Congress has been repeatedly called to the necessity of appropriations for the speedy erection of a substantial fireproof building for the War Department, and I can not close this report without again alluding to the subject. The rented buildings, scattered all over the city, are remote from the main office and ridiculously unsafe. Many tons of records, to which the public business requires daily reference, are stored in these buildings. Besides their historical interest, these papers are of immense value for the protection of the Government against fraud, comprising all the muster rolls of the Regular and Volunteer Armies, reports of Army officers, hospital records, accounts of public property, and, in fact, the accumulated records of the department for 70 years, and are scattered here and there in such buildings as can be secured by rent from private parties and utterly unsuited to the purposes for which they must be used. Every consideration of public interest urges me to press this matter upon the attention of the people's representatives, in the hope that they will act before a conflagration sweeps from the possession of the Nation these records, whose value can not be told in figures."

Report of Secretary of War. November 1, 1872 (Secretary Belknap):

"It is a matter of great satisfaction that an appropriation liberal in amount has been made by Congress for the erection of a fireproof building, a portion of which is for the use of the War Department. The necessity for a safe depository for the valuable records, now scattered in insecure localities, renders the speedy erection of this building a matter of great interest to the country."

The fact that Congress acceded to these requests and provided a fireproof building for the safe-keeping of the records indicates that it appreciated their value and that its intention was that they should be kept only in a fireproof building. While the present proposition appears to have in view only a consolidation of the records, there is no doubt, as will hereinafter appear, that no improvement can be made in the present method of filing these records and that any change therein would result in lessening their accessibility, with a consequent loss in efficiency, and with the probable ultimate result that, in order to maintain the efficiency of the office, the records themselves would have to be removed to another building.

The futility of the comparisons made by the superintendent of the building in reference to the amount of space occupied by The Adjutant General's Office and the State and Navy Department is at once evident, when we consider that the number of employees of this office is approximately two and one-half times that of the State Department. The only equitable way to determine the number of rooms and floor space to be occupied by The Adjutant General's Office is to base that number upon a proper consideration of its present and future needs and not by any comparisons with the space occupied by other bureaus or departments. The importance of the work of The Adjutant General's Office and the value of the records in its custody are such that it is one of the last, if not the last, of all the bureaus of the War Department whose work should be hampered and whose records should be endangered by depriving it of the room necessary for the prompt and efficient performance of its work and for the preservation of its records. The collection of records in the custody of that office is constantly increasing and will increase much more rapidly with the increased strength of the Army which will doubtless be provided for by the present Congress.

An inspection of the rooms now occupied by The Adjutant General's Office will show that they are crowded to an extent which is not believed to be conducive to efficiency or good sanitary conditions, and the office has at the present time nearly 350 large packing boxes of records stored wherever space could be found for them, records which can not be unpacked for lack of space in which to file them. It also has four floors full of records in an outside building with the limit of weight reached on each floor, a large collection of records in the old Ford's Theater Building, neither of these buildings being fireproof, and also has a large quantity of records in the Medical Museum Building. In the last-named building are filed many records containing the medical histories of Volunteer and Regular Army soldiers, and in the Ford's Theater Building are the index-record cards, which contain the histories of many thousands of soldiers in the War of 1812, the War with Spain, the Philippine insurrection, and the Confederate Army. These cards are in constant use, and the work of the office is delayed by the necessity of sending from the main office to these outlying buildings for information from the records filed there.

It is fair to presume that The Adjutant General has that due regard for the prompt dispatch of the public business which would induce him to move to the State, War, and Navy Building as many of these records as possible, if any of them could be so moved. They are all important and are referred to many thousands of times in the aggregate in the course of a year, but to house them in the State, War, and Navy Department Building, filing them as compactly as other records of the same character

are now filed, would require approximately 79 rooms. It has been the constant endeavor of The Adjutant General's Office to file its least valuable records in outside buildings, and, so far as possible, it has kept the more valuable ones, and those to which reference must constantly be made, in the State, War, and Navy Building.

In this connection it is deemed proper to refer to allegations that have been made that many of the rooms occupied by this office are used for the "storage of records which observation shows are seldom visited." This statement is unsupported by the facts, because the records in the rooms referred to are not "stored." They are referred to many times daily in the transaction of the business of the office. Upon information furnished from these records many claims pending in other departments of the Government are adjudicated and upon that information depends the payment of money, a large amount in the aggregate. With regard to the frequency with which these records are consulted, the record of work of the division occupying the rooms shows that during the year ended February 29, 1916, reference was had to these records in 89,491 cases. In addition to this, there are a great number of informal consultations of the records of which no record is kept.

In his hearing the superintendent of the building proposes to gain "20 rooms now occupied by The Adjutant General's Office for filing, by running the file cases up to the ceiling instead of having them within the reach of a man standing on the floor." He has heretofore alleged that in every other office file cases, even though continually used throughout the day, are built up almost to the ceilings, but at no time does he make reference to the fact that in most of the other bureaus the files of records are placed only around the walls of the rooms, an arrangement which the rapidly increasing collection of records and the crowded condition of the rooms in The Adjutant General's Office had long ago rendered impossible. In order that the filing capacity of its rooms shall be utilized to the utmost, in all of the file rooms of The Adjutant General's Office cases have been placed not only against the walls but also in double rows across the room, with aisles between them necessarily so narrow that the cases can not be built up to the ceiling because of inability to read the labels on the file boxes and to handle the heavy boxes at such a height. In this connection attention is invited to the fact that these records consist of cards on which the military histories of individuals have been compiled; that each box contains practically a solid mass of paper, and is therefore much heavier than the ordinary file box.

The records in these rooms have been carried up to as great a height as it is practicable to carry them with the file cases standing close together as they now do. If the records should be carried higher it would be necessary to widen the space between the cases so as to give room for the use of ladders and to give sufficient light to enable the records to be used. All that would be gained by increasing the height of the file cases would be more than lost by reason of the diminution of the number of cases which could be placed in the given floor space.

Records to which reference is comparatively infrequent have been filed even more compactly and have been placed in rooms which either have no windows or but a single small window, and are unfit for any other purpose. Wherever the character of these records will permit, they have been filed in cases reaching to the ceiling and, notwithstanding the statement of the superintendent, there are in the office thousands of file boxes of records so filed.

Within the past two years practically the whole collection of records in The Adjutant General's Office on the fourth floor of the State, War, and Navy Building has been rearranged and consolidated. This was necessitated by the exchange of rooms (with a resulting loss in square feet) with the Signal Office and the surrender of nine rooms to the Militia Division. Further arrangement and consolidation of the records has enabled the office to move into the State, War, and Navy Building one of its divisions which previously occupied a rented building at a cost of \$800 a year. As a result of these moves, the records were crowded together in the rooms assigned to The Adjutant General's Office, the increase in weight being from 40 to 50 per cent. The average weight of records at the present time is some file cases, which the superintendent proposes shall be built higher, is 215 pounds per square foot, the maximum weight in some instances being in excess of 400 pounds per square foot. It will readily be seen that the office has reached the limit in the way of compact filing of its records, and that any further movement in that direction would be with a resulting loss in accessibility and, consequently, of efficiency. Furthermore, if the cases should be built up as proposed, the average weight would be increased to 332 pounds per square foot, and in one instance it would be considerably over 500 pounds.

In one of the rooms, where the weight of the records is about 216 pounds to the square foot, the files weigh over 46 tons, and under the increase proposed by the superintendent would exceed 77 tons. The Adjutant General's Office has no information concerning the limit of the carrying capacity of the floors of these rooms, and

does not know whether this phase of the matter received any consideration, but it will not assume responsibility for so great an increase in weight as proposed.

In his hearing the superintendent of the building states that he thinks the commission now has the power to reapportion space in the State, War, and Navy Building, but that "the decision of some of the law officers of the War Department was against it." An examination of the several acts of Congress relative to the occupancy of the building will establish the fact that no change in the interdepartmental allotment of rooms can be made except by act of Congress. Accompanying this memorandum is a copy of an opinion of the Judge Advocate General of the Army confirming this view, an opinion which was concurred in by the Secretary of War when he advised the Secretary of the Navy and the superintendent of the building that "Neither the commission nor I have power to transfer to another department the rooms allotted by Congress to the War Department."

It does not appear from the hearings that the superintendent of the building was acting at the request or upon the authority of the commission, and it is presumed that he was not. The commission for the "care and supervision" of the building, consisting of the Secretaries of State, War, and Navy, was created by the act of Congress approved March 3, 1883 (22 Stat., 553), which act also prescribes the duties of the superintendent of the State, War, and Navy Building. Following is an extract therefrom:

"The President is hereby authorized and directed to designate from the Engineer Corps of the Army or the Navy an officer well qualified for the purpose who shall be detailed to act as superintendent of the completed portions of the State, War, and Navy Department Building, under direction of the Secretaries of State, War, and Navy, who are hereby constituted a commission for the purpose of the care and supervision of said building, as hereinafter specified. Said officer shall have charge of said building, and all the engines, machinery, steam and water supply, heating, lighting, and ventilating apparatus, elevators, and all other fixtures in said building, and all necessary repairs and alterations thereof, as well as the direction and control of such force of engineers, watchmen, laborers, and others engaged about the building or the apparatus under his supervision; of the cleaning of the corridors and water-closets; of the approaches, sidewalks, lawns, courtyards, and areas of the building; and of all rooms in the subbasement which contain the boilers and other machinery, or so much of said rooms as may be indispensable to the proper performance of his duties as herein provided."

There is nothing in the foregoing extract that in any way warrants the belief expressed by the superintendent of the building that the commission has full authority to make such reapportionment of space in it that it may see fit. The amendment as passed by the House not only provides that the commission may do this, but that, with the approval of a majority of the commission, rooms may be taken from one department and allotted to another. That this power is not a necessary incident to the "care and supervision" with which Congress invested the commission is evident from the fact that four years after the commission was constituted the rooms in the newly completed west and center wings were assigned by act of Congress, which act directed the removal to said rooms of certain bureaus of the War Department. The enactment of such legislation would have been unnecessary if by the act of March 3, 1883, authority to reassign or reapportion the rooms had been conferred on the commission.

The statement made by the superintendent of the building to the effect that he "could obtain 20 rooms now occupied by The Adjutant General's Office for filing, by building the file cases up to the ceiling; that in this way he could secure all the extra space now necessary in the building, and that there is ample room in it for a good while if we would economize the space," shows clearly that he has no adequate idea of the present crowded condition of the building, and that whatever examination of that condition was made by him was superficial and without a due understanding of the filing requirements in the case of records which are referred to as frequently as are those under consideration. This lack of information is emphasized by the proposition made by him to use five of the office rooms in the State, War, and Navy Building as a museum, a use which was so manifestly a disregard of the needs of the department concerning space that the House of Representatives adopted an amendment prohibiting the use of rooms for that purpose.

The provision authorizing the commission to apportion space in the building was incorporated in the bill by the subcommittee after what appears to have been an ex parte statement by the superintendent. I had no opportunity to be heard regarding it.

For many years prior to the application of the index record card system to the military and medical records of the volunteer armies, the War Department experienced great difficulty in meeting the demands upon it for information from those records for use in the settlement of claims based on military service. The work of the department in this respect was so much in arrears that there were at one time

over 40,000 cases of all kinds on hand awaiting action. The conditions arising from the delay in furnishing information prompted the department to make repeated requests to Congress for additional clerks, and finally became so serious that a select committee of the Senate was appointed to inquire into the matter. This committee made an exhaustive examination of the conditions and methods of business, and on March 8, 1888, the chairman (Senator Cockrell) submitted a report in which, after discussing the worn and mutilated condition of the muster rolls of the volunteer armies, the various plans that had been proposed for their preservation from impending destruction through the constant handling to which they were subjected, and the methods to be adopted to prevent delay in furnishing information from them, the adoption of the index record card system was declared to be the "only practical, feasible, and economical solution of the vexed question in regard to the preservation of these rolls without further wear and destruction, and the placing of the data contained in them in an easily accessible and convenient condition for use without the handling of the rolls."

In the final report of the committee, March 28, 1889, reference was again made to the application of this system to the military records of the department and to the great advantage that would result therefrom.

A short time after that report was made the Secretary of War, by the consolidation of certain existing divisions, established the Record and Pension Division of the War Department. It is unnecessary to refer in detail to the work accomplished by the carding of the records, it being sufficient to say that through it the department has answered millions of calls for information and has been enabled to keep its work so thoroughly up to date that practically all of those calls for information from the records are answered within 24 hours from the date of their receipt.

The statement of the superintendent of the building to the effect that there is ample room therein if the space were economized must have been made after insufficient investigation and without information as to the needs of the several bureaus of the War Department. At the present time practically every bureau of that department has part of its force and records in outside buildings, and the chairman of the subcommittee on the executive, legislative, and judicial appropriation bill stated that the chief of one of those bureaus had asked for an appropriation for the purpose of renting additional office space.

It is not only highly desirable in the interests of the public service to have all these records and employees in the State, War, and Navy Department Building but the public records, if they have any value whatever, should be kept only in fireproof buildings. That it is impossible to do this in the case of the records of The Adjutant General's Office has been clearly shown in this memorandum. The existence of these conditions could easily have been ascertained by the superintendent of the building, but it does not appear that any effort in that direction was made by him as it is inconceivable, with a knowledge of such conditions, that he would have made the statement referred to.

I have gone thus into detail in this matter in order to put the Senate committee in possession of full information concerning this collection of records whose historical value alone is incalculable, and whose sentimental value should appeal to every one, because of the fact that they constitute the primary, and in many instances the only, proof of the military service of every volunteer soldier who served in any of the wars in which our country has been engaged, and that they contain the records of both the Union and Confederate soldiers. It is inadvisable to the highest degree that such a collection of records should be left at the mercy of a superintendent of building who knows nothing concerning their value, or the frequency with which they must be consulted, and who has no interest in them or the work in connection with which they are so absolutely essential.

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MAY 26, 1915.

Subject: Assignment of certain rooms now occupied by The Adjutant General's Office to the Navy Department to provide rooms for the war plans board.

1. The opinion of this office is desired on the question raised by The Adjutant General of the Army as to the authority of the "Secretaries of State, War, and Navy \* \* \* constituting a commission for the purposes of the care and supervision" of the State, War, and Navy Departments Building (act of Mar. 3, 1883, 22 Stat., 553), to require the vacation of certain rooms now occupied by The Adjutant General's Office in order to make room for the war plans board of the Navy Department.

2. The Adjutant General of the Army, after setting forth the needs of his office for all the rooms now occupied (taking issue with the memorandum of the superintendent of the building as to the practicability of building up the file cases so as to dispense with the need of certain rooms) calls attention to the fact that the rooms now occupied by the State, War, and Navy Departments, respectively, were assigned to them under



authority of Congress, and states that Congress alone can authorize a transfer of rooms from one of the departments to another. He refers to section G of the act of August 5, 1882 (22 Stat., 256), which, after making certain assignments of rooms, contains the proviso—

“That a joint select committee of three members of the House of Representatives and three Senators to be appointed, respectively, by the Speaker of the House and the President of the Senate, upon the passage of this act, shall, on or before the completion of the north wing of the State, War, and Navy Building, make examination of said building and set apart such portions thereof for the use and occupancy of the State, War, and Navy Departments respectively as in their judgment the best interests of the public service and the needs of said departments respectively may require and upon filing of an agreed statement of such partition by the said joint select committee in triplicate, with the respective secretaries of such departments the building shall be occupied as therein provided as soon thereafter as practicable.”

3. Under date of February 7, 1883, there was filed with the “respective secretaries” a paper signed by the members of the joint select committee provided for in said act, referred to in the letter transmitting the same as “Partition and assignment of State, War, and Navy Departments Building for the use and occupancy of the State, War, and Navy Departments, respectively.”

4. It will appear from the foregoing that Congress has itself undertaken to assign to the State, War, and Navy Departments the portions of the building to be occupied by them, respectively; and the only question to be considered is whether Congress has conferred authority on the Secretaries of State, War, and Navy, in creating them a “commission for the purposes of the care and supervision of the said building,” to alter or modify the assignment from time to time, as in their judgment the needs of the respective departments may require.

5. The authority conferred upon the said commission is found in the provision for the detail of an officer of the Engineer Corps as superintendent of the building, and defining his authority as such superintendent; and it is provided that the superintendent shall “act as superintendent of the completed portions of the State, War, and Navy Department Building \* \* \*, under direction of the Secretaries of State, War, and Navy, who are hereby constituted a commission for the purpose of the care and supervision of said building, as hereinafter specified.” The act proceeds:

“Said officer (superintendent) shall have charge of said building, and of the engines, machinery, \* \* \* and of all rooms in the subbasement which contain the boilers and other machinery, or so much of said rooms as may be indispensable to the proper performance of his duties as herein provided.”

There is nothing in the act which gives the superintendent any authority over the assignment of the rooms of the building to the respective departments; and, having in view the connection in which the authority is conferred on the Secretaries of State, War, and Navy, as a commission for the purposes of the care and supervision of said building, I am of the opinion that this language can not be construed as conferring on them authority to alter or modify the assignment made by Congress of portions of the building to the State, War, and Navy Departments, respectively. In other words, Congress itself assigned and set apart the portions of the building to the respective departments, and while each head of department has control of the assignment of rooms to different bureaus of his department, the transfer of rooms from one department to another would require the authority of Congress.

E. H. CROWDER,  
*Judge Advocate General.*

MAY 27, 1915.

The honorable the SECRETARY OF THE NAVY.

MY DEAR MR. SECRETARY: With reference to the matter of the rooms which you want transferred from the War Department to the Navy Department for use of the war plans board and Naval Bureau of Ordnance, I have the honor to inform you that I am advised by the Judge Advocate General that inasmuch as the assignment of portions of the building to the State, War, and Navy Departments, respectively, was made by Congress, the transfers of rooms from one department to another could not be made without express authority of Congress. Moreover, the crowded condition of various bureaus of this department and the need for additional space, which has frequently been brought to my attention, has become so acute that I have appointed a board to consider the entire subject of allotment of rooms assigned to this department, with a view to determining whether there is any practicable way to meet the urgent need of several bureaus for additional space.

Regretting that, for reasons stated, I am precluded from complying with your wishes in the matter, I am, sincerely, yours,

LINDLEY M. GARRISON,  
*Secretary of War.*

MAY 27, 1915.

Col. Wm. W. HARTS.

*State, War, and Navy Department Building, Washington, D. C.*

SIR: I duly received your letter of May 8, 1915, addressed to the commission in charge of the State, War, and Navy Building, setting forth your recommendations for the assignment of certain rooms belonging to the War Department, based upon an investigation made by you with a view to meeting the request of the Secretary of the Navy for several rooms for the use of the war plans board and for additional room for the Naval Bureau of Ordnance.

Seeing that there was a legal question involved, I submitted the matter to the Judge Advocate General, and I inclose, for your information, a copy of his opinion dated May 26, 1915.

You will see from this opinion that neither the commission nor I have power to transfer to another department the rooms allotted by Congress to the War Department, and I have advised the Secretary of the Navy accordingly.

Very respectfully,

LINDLEY M. GARRISON,  
*Secretary of War.*

(Inclosure: Copy of opinion referred to.)

Gen. McCAIN. I shall be very glad to answer any questions about that, or to make any explanation of it that the committee may wish to hear.

Senator SMOOT. I think the members of the Senate committee are pretty well agreed upon it.

Gen. McCAIN. Yes, sir; very well.

Senator SMOOT. So I do not see that there is any necessity of any further statement.

The CHAIRMAN. Unless you have something to submit that is not included in your written statement, I do not think it is necessary to go into it.

Gen. McCAIN. I have nothing, except that, as I say, I regard the matter as so very important that I have prepared a lengthy statement that I hope the committee will read, because it means a whole lot in the matter of these records, in my opinion. That is all I have to present.

The CHAIRMAN. That is all from your department?

Gen. McCAIN. That is all from my department; yes, sir.

The CHAIRMAN. Thank you, very much.

## **STATEMENT OF MAJ. GEN. WILLIAM C. GORGAS, UNITED STATES ARMY, SURGEON GENERAL OF THE ARMY.**

### **CLERICAL FORCE, SURGEON GENERAL'S OFFICE.**

The CHAIRMAN. Gen. Gorgas, will you present whatever you have to say?

Gen. GORGAS. Referring to page 70, what I ask in my work is to drop two clerks, one at \$1,000 and one at \$900, and to have that sum distributed in increased salaries among three or four others.

The CHAIRMAN. You can dispense with two clerks, you say?

Gen. GORGAS. Yes; I drop from my roll \$1,900, and I ask for about \$1,880 to be distributed in the way of increased salaries.

The CHAIRMAN. The House committee did as they always do and always will do; when it is reported to them that a clerk can be dispensed with, they do it, but the corresponding increase does not commend itself to them. They argue that if you do not need these clerks they ought to be dropped, and then they take up the question of increasing the salaries of the others as an independent proposition.



Gen. GORGAS. They do. They increased three of the clerks and gave me about \$350 increase. Of course I should like to get the other increases if I could. One was the chief clerk, at \$2,250, whom I asked to be increased to \$2,500.

Senator SMOOT. Are you particular about the principal assistant librarian?

Gen. GORGAS. The principal assistant librarian is really the most deserving one of the whole. He is in the Surgeon General's library and has been there a lifetime. He is a very highly educated man indeed.

The CHAIRMAN. What is his present salary?

Gen. GORGAS. \$2,250.

Senator SMOOT. Is he doing any more work than he did last year?

Gen. GORGAS. No; I can not say that he is, but of course he is one of those who, if he should get a place outside, would get very much more salary outside. He is one of the most highly educated technical men in the Surgeon General's office.

The CHAIRMAN. Are those increases of salary the only things you wanted to call attention to?

Gen. GORGAS. They are the only things I wanted to call attention to.

The CHAIRMAN. We will consider them carefully.

Gen. GORGAS. Can I submit this written statement?

The CHAIRMAN. Yes; just hand it to the reporter.

(The statement above referred to is here printed in full, as follows:

*Salaries, Office of the Surgeon General.*

		Per legislative, etc. bill (H. R. 12207)
Chief clerk (increase of \$250 submitted).....	\$2,500	Increase not allowed
Principal assistant librarian (increase of \$250 submitted).....	2,500	Do.
Principal clerk (change of title from law clerk and increase of \$250 submitted).....	2,250	Do.
2 principal clerks, at \$2,000 each (in lieu of 2 clerks of class 4, submitted).....	4,000	Do.
Chemist (increase of \$12 submitted).....	2,100	Increase allowed.
Assistant chemist (increase of \$100 submitted).....	1,600	Do.
Pathologist.....	1,800	
Microscopist.....	1,800	
Assistant librarian (increase of \$200 submitted).....	2,000	Increase not allowed
Anatomist.....	1,600	
2 translators, at \$1,800 each (increase of \$200 each submitted).....	3,600	Increase \$100 each allowed.
Clerks:		
11 of class 4 (decrease of 2 as above).....	19,800	
11 of class 3.....	17,600	
24 of class 2.....	33,600	
32 of class 1.....	38,400	
9 at \$1,000 each (decrease of 1).....	9,000	Decrease approved.
2 at \$900 each (decrease of 1).....	1,800	Do.
Engineer.....	1,400	
Skilled mechanic.....	1,000	
2 messengers, at \$440 each.....	1,650	
10 assistant messengers, at \$720 each.....	7,200	
3 firemen, at \$720 each.....	2,160	
3 watchmen, at \$720 each.....	2,160	
Superintendent of building (Army Medical Museum and library).....	250	
6 laborers, at \$660 each.....	3,960	
4 charwomen, at \$240 each.....	960	
	166,720	
	166,758	

Total increase asked for in estimate submitted.....	\$14,000
Total increases allowed in legislative bill (H. R. 12207).....	1,600
Decreases recommended in estimate and carried into legislative bill.....	1,600
Decrease in total amount of salaries as per estimate.....	1,600
Decrease in total amount of salaries in H. R. 12207.....	1,600

## MEMORANDUM OF THE SURGEON GENERAL, RE ESTIMATES 1917, LEGISLATIVE, EXECUTIVE AND JUDICIAL APPROPRIATION BILL.

## "SALARIES, OFFICE OF THE SURGEON GENERAL, 1917."

Appropriation for the current year under this head (Act Mar. 4, 1915) amounted in the total to \$166,758. Estimate for 1917 asks for a total of \$166,720, being a reduction of \$38 in the aggregate. A reduction of the entire force by two clerks, one at \$1,000 and one at \$900 is proposed, distributing substantially all of the amount so saved among a number of the more valuable employees, so as to give them increases of pay, which the character and length of their respective services have well earned. Taking up the proposed increases seriatim:

**Chief Clerk:** Increase of \$250 submitted. The chief clerk is not only the principal administrative official of the office, and largely responsible for the discipline and efficiency of its personnel, but is also in immediate charge of one of its divisions, and accordingly performs the duties of a chief of division as well. The present incumbent is an officer of long and wide experience, whose familiarity with past and present conditions of the service makes him an invaluable adviser and executive in the conduct of the affairs of the Medical Department. The proposed compensation is considered no more than commensurate with the arduous and important duties of his position and with the merits of the incumbent as a reward for long, indefatigable and efficient service.

**Principal assistant librarian:** Increase of \$250 submitted, bringing the total up to \$2,500 per annum. This pay is comparable to that of most of the chiefs of divisions in the Library of Congress (order and accession, \$2,500; catalogue, \$3,000; bibliography, \$3,000; law, \$3,000, etc.). The present incumbent is an author of considerable repute on medical subjects, and one of the leading medical historians of the world. The duties required of him call for as high a degree of literary skill and scholarship as those required of corresponding officers in other general or technical libraries, and merit equal compensation.

**Principal clerk at \$2,250:** Change of title from law clerk and increase of \$250 proposed. The designation law clerk is not entirely apt, as the professional legal work of the department is chiefly carried on elsewhere. The present law clerk is, however, engaged a considerable part of his time in preparing papers for the Surgeon General's immediate information or signature respecting the general state and application of the laws and regulations affecting the Medical Department, and in connection therewith he has charge of the financial branch of this office and is intrusted with the adjudication of claims and the settlement of returns of public property from the several hundred officers of the Medical Department accountable therefor. The efficiency of the Medical Department in respect to these matters depends in no small degree upon the unusual capacity, zeal, and fidelity which he brings to the discharge of his trust. The designation principal clerk recently adopted for positions of like responsibility in another bureau of the department is considered more apt for his multifarious and important duties as an administrative expert than law clerk, and the compensation asked for is believed to be no more than commensurate with his duties and efficiency.

**Principal clerks at \$2,000, two, in lieu of two clerks of class 4, submitted:** A number of the clerks of class 4 are engaged upon highly responsible and important work of a supervisory nature involving the exercise of discretion and judgment, and the proposed grade would enable the department to reward the excellent work of two of them by a moderate increase of their pay. It would also, by putting the prospect of promotion thereto before the remaining clerks of classes 4 and their juniors, be an additional incentive to continued zeal and efficiency in the discharge of their duties.

**Chemist:** Increase of \$12 submitted. The present singular compensation of \$2,088 is a survival of the time when the work of chemist was done by a contract surgeon. It being deemed more suitable to provide for a chemist *eo nomine*, the pay and allowances of the contract surgeon were estimated as equivalent to \$2,088 per annum, and that compensation established for the chemist. The proposed addition of \$12, by bringing this annual compensation to \$2,100, will make a monthly rate in the round sum of \$175.

**Assistant chemist:** Increase of \$100 submitted, from \$1,500 to \$1,600 per annum. The duties of the assistant chemist are no less exacting and difficult than those of a clerk of class 3, and it is believed he should have the pay of one.

**Assistant librarian:** Increase of \$200 submitted, from \$1,800 to \$2,000. This officer is the understudy of the principal assistant librarian, and must bring to the discharge of his office learning and skill of a high quality, for which the proposed compensation is believed to be suitable.

Translators, at \$1,800, two, increase of \$200 each submitted. The preparing of the catalogue and index of the library, Surgeon General's Office, requires proficiency in the modern languages, and in addition an education in the profession of medicine. The work of the two translators comprises the translating and transliterating of titles of medical treatises in the less familiar foreign languages for the catalogue, the correcting of proofs and the verifying of references in all European languages for the current volume of the Index-Catalogue, and the performance of sundry miscellaneous duties involving the knowledge both of foreign languages and medicine. The proposed compensation of \$1,800 is considered moderate for the exercise of such attainments.

*Force of employees, Surgeon General's Office, War Department, 1893-1916.*

	1893 (approximate size of Army 25,000).	1916 approximate size of Army 100,000.
Clerical staff.....	113	35
Technical, mechanical, and labor staff.....	31	7
Total.....	144	42

In other words, notwithstanding a fourfold increase of the military establishment since 1893, the administration of its medical affairs is now conducted by a clerical force absolutely smaller than then. The accomplishment of this notable result has in no small degree been due to the capacity and zeal brought to their labors by the principal supervisory clerks of this office, under the guidance of the chief clerk.

Their capacity and zeal have also enabled the Surgeon General in his salary estimates for 1917 to propose a still further reduction of one clerk at \$1,000 and one at \$900.

This seemed a fitting opportunity to reward those whose faithfulness and ability through many years have been the source of these economies. This can be done by suitable additions to their pay, within the amount of \$1,900 for the two clerks omitted, thus making no addition to the sum total of the pay roll, and at the same time giving the office a better balanced force and offering an incentive to still greater zeal in its service. It may be added that the additional compensations recommended bring the standards of compensation in the Surgeon General's Office up to those that have prevailed for some years in the Quartermaster General's office, thus tending to the equalization of pay for like services.

**STATEMENT OF BRIG. GEN. WILLIAM CROZIER, UNITED STATES ARMY, CHIEF OF ORDNANCE, WAR DEPARTMENT.**

**CLERICAL FORCE, OFFICE OF CHIEF OF ORDNANCE.**

The CHAIRMAN. Gen. Crozier, will you present the matters you have to call to our attention?

Gen. CROZIER. All right, sir. On page 70 of the bill, as it is before you, you will find the provisions that relate to the Ordnance Department. As far as the number of clerks is concerned and the salaries of the different grades, I have not anything to request of the committee, so we will let that go as it is.

Senator SMOOT. They are provided for as the estimates called for.

Gen. CROZIER. They are provided for as the estimates called for. I would simply like the committee to know that these numbers which have been estimated for are the same as those which have been carried by the bill for several years past, and take no account of the proposed Army legislation which is before Congress now. If that

legislation should pass, depending on the form in which it shall pass, it may be necessary for me to make some presentations to the Congress in regard to an increased clerical force; but I do not know enough about it now to do so intelligently. So, as far as the present situation is concerned, I will go right on with what we have always had, without asking for any change.

Senator SMOOT. If the change is made, we will expect that there will be a change, of course, in almost all of the departments.

Gen. CROZIER. Yes. I can not form any idea now of what it will be, of course.

Senator SMOOT. Certainly.

#### DRAFTSMEN, ETC.

Gen. CROZIER. Following the appropriation here there is a provision in regard to the services of skilled draftsmen and such other services as the Secretary of War may deem necessary. I note in my copy of the bill that there has been written in, in red pencil, after the first occurrence of the word "services" in line 22, the words "not clerical." Those words have been in this legislation as it has heretofore been in the bill. They were left out designedly, and I hope you will not think it necessary to reinsert them. I will state the reason for leaving them out.

The CHAIRMAN. The House left out the words "not clerical"?

Gen. CROZIER. Yes; the House has left out the words "not clerical," which have been in previous legislation.

Senator SMOOT. And you approve the action of the House?

Gen. CROZIER. I approve the action of the House; yes, sir.

Senator SMOOT. Please state why, General?

Gen. CROZIER. In order to do that I shall have to explain generally the object of this provision. It is because of the law which forbids the employment in Washington of any persons of this class who are not specifically provided for in some act.

I find it necessary to employ persons in Washington out of lump-sum appropriations, particularly out of the appropriations contained in the fortifications bill, and sometimes out of appropriations contained in the Army bill. These persons are principally draftsmen who are employed in making designs of articles whose construction is provided for in those bills. The number of them depends entirely upon the appropriations. It varies from time to time. It varies very considerably. It is not at all a fixed matter, such as the usual clerical force is.

If I have an appropriation involving a considerable number of new designs for guns or gun carriages or fuses or projectiles or what not, it is necessary for me to employ more of this class of persons. I employ them, and pay for their services out of the corresponding appropriation; so that this authorization does not carry an increase of expense at all. It does not increase the total of the legislative, executive, and judicial appropriation bill.

I am apt to be embarrassed by the fact that there is any limitation at all on that kind of employment, because it is difficult for me to tell how much of it I will need. Heretofore I have attempted to give a sort of superior limit, and to say that these persons shall be

employed so as not to have their salaries exceed a certain sum in total.

Senator SMOOT. General, the elimination of the words "not clerical" would give you the authority to hire any amount of clerical assistance and pay for it out of this lump sum, would it not?

Gen. CROZIER. Yes; up to \$140,000.

Senator SMOOT. Of course, you understand that that has been against the policy of the Government for the last 8 or 10 years, although it has not been in any way eliminated from the appropriation bills; but we have tried, wherever possible, to get rid of lump appropriations and to provide specifically for the number of employees. Would not eliminating these words go back and allow you as Chief of Ordnance, or your office, to employ clerks of any kind and pay them out of the lump sum?

Gen. CROZIER. There would still be, Senator, the limitation that the total salaries under this provision should not exceed \$140,000.

Senator SMOOT. Yes; I know that. That is the lump sum.

Gen. CROZIER. That is the lump sum; and that would be paid for out of some other lump sum appropriation, you understand.

Senator SMOOT. What I was thinking was this: If we are going to provide here that the services of skilled draftsmen and such other services as the Secretary of War may deem necessary may be employed in the office of the Chief of Ordnance, etc., why not make an appropriation to cover that particular class of services, and then, if there is any clerical assistance that you know you will need, why not provide for them, just the same as they are provided for in every other department of the Government—so many clerks of class 4, so many of class 3, so many of class 2, and so many of class 1?

Gen. CROZIER. For the reason, Senator, that I have no way of knowing how many I will want. Take the situation as it is at present, for instance. The fortifications bill has not even been reported to the House of Representatives. The fortifications bill in all probability, I may say undoubtedly, will carry a good many items for the execution of which I will need to employ draftsmen, and it will carry the appropriation for their employment. That designing work is done here in Washington.

Senator OVERMAN. Out of what appropriation do you pay them? Out of the lump sum?

Gen. CROZIER. Out of the fortifications bill.

Senator OVERMAN. Out of the lump sum for fortifications?

Gen. CROZIER. The lump-sum appropriation.

Senator OVERMAN. What do you pay these draftsmen?

Gen. CROZIER. I pay them all the way from \$600 a year, for apprentices, up to \$2,400 a year.

Senator OVERMAN. Is that as high as you go?

Gen. CROZIER. I do not pay any of them higher than \$2,400.

Senator OVERMAN. You can, under a lump sum, pay them what you please, can you not?

Gen. CROZIER. I can pay them what I like. There is no limit.

Senator OVERMAN. That is the danger of lump-sum appropriations. I have no criticism to make of you, but sometimes they employ these men under lump sums and pay them what they please, and really give them more than the chiefs of bureaus get, and others.

Gen. CROZIER. That may be, sir.



Senator OVERMAN. We stopped it here, a while ago, in most of the departments. We did not in yours, but there is the danger. If a man has authority to employ a clerk under a lump-sum appropriation, he can pay him \$10,000 a year if he wants to do so.

The CHAIRMAN. There is one safeguard in this bill, I notice. It is required that in next year's estimates the salary paid each one shall be reported to Congress.

Gen. CROZIER. Yes, sir. That has been done right along for several years past, when we employed only these draftsmen. This year, in asking to leave out these words "services not clerical," so as to authorize me to employ clerks, the kind of clerks that I wish to employ are those who are employed in connection with this drafting work, clerks employed in keeping track of drawings and listing them.

Senator SMOOT. Do you expect any different conditions to arise this year that you did not have to meet last year? Or, in other words, under normal conditions as they existed, say, two years ago, would you have asked to have those words eliminated?

Gen. CROZIER. The words "not clerical"?

Senator SMOOT. The words "not clerical."

Gen. CROZIER. No. As to conditions existing before, having gotten along before, I could get along still; but this work has increased very considerably. I have got to make a whole lot of new designs. For instance, there is included in the estimates which are before the Congress provision for turrets carrying two 16-inch guns, which will form a part of the coast defenses of the United States.

Senator SMOOT. Of course the amount of the appropriation shows that there will be a great increase, because we increased it from \$65,000 to \$145,000, or \$75,000 increase this year.

Gen. CROZIER. Yes.

Senator SMOOT. The increase is \$10,000 more than you had altogether last year.

Gen. CROZIER. What do you mean when you say altogether, sir?

Senator SMOOT. The sum appropriated last year for this purpose was \$65,000. This year it is \$140,000. That is \$75,000 increase, or an increase which is 10 per cent more than the whole lump sum last year. So of course we know that you will have more work to do.

Gen. CROZIER. I am just explaining to you how that additional work would arise, one item of it.

Senator SMOOT. Yes.

The CHAIRMAN. General, is not this about the situation—that you need some elasticity in the assignment of work, due to the enlarged work that will be imposed upon you by the new legislation now pending?

Gen. CROZIER. That is exactly the case, Senator, and I am simply going into the details a little bit.

The CHAIRMAN. And you are not prepared to give each man's salary, because that is not definitely determined; but you know that this additional work will have to be done, and that it will require a rearrangement of the work of your force?

Gen. CROZIER. Yes, sir. The amount of work connected with the employment of these draftsmen, and with the designing work which they do, is so greatly increased that the clerical work, which always forms part of it, will also be considerably increased. If you do not leave out these words "not clerical," as the House has left them



out—if you should reinsert them—then I would have to ask you to specifically increase the appropriation for clerks in the legislative bill sufficiently to provide for about three clerks.

The CHAIRMAN. You could reduce the \$140,000 and increase the amount in another place?

Gen. CROZIER. Yes; I would have to ask you to specifically appropriate in this bill for more clerks, and I am not asking that.

The CHAIRMAN. The reason why I am bringing out the fact that it is due to the new conditions you have to meet is because there is a great indisposition on the part of the Senate committee, and I may say many Members of the Senate, to allow unrestricted authority in the departments about the clerical force.

Gen. CROZIER. Yes; I understand that.

The CHAIRMAN. But it is an exceptional case, as you present it, in my judgment.

Senator SMOOT. Yes; it looks that way to me. I want to say frankly, however, that if it were not for the present conditions I certainly should oppose the dropping of the words. I want to get rid of these lump-sum appropriations as much as possible. I should be perfectly willing to provide above here for what clerks you wanted by way of increase, and would very much prefer it to the lump sum with those words stricken out. But as far as I am concerned, Mr. Chairman, under the conditions, I shall favor allowing it to go just as it is.

The CHAIRMAN. I think so. After this year, when the work settles down so that you can make your estimates in detail, I think the committee would prefer that it should come that way; but we realize the uncertainty now, and I see no objection to leaving it as the House has fixed it.

Gen. CROZIER. You will notice that there is still a limitation.

The CHAIRMAN. Yes; in the amount.

Gen. CROZIER. There is a limitation of \$140,000, and most of that will be for drafting. There will be only a little of it left.

Senator SMOOT. Of course, we may say that there is a limitation on every lump-sum appropriation, because when it is gone it is gone. That is the only limitation there is.

The CHAIRMAN. Are there any others matters, General?

#### BUILDING OR ROOMS FOR DRAFTSMEN, ETC.

Gen. CROZIER. Yes, Senator; there are some others. There is an item which I think ought to go in this bill, and which is not here at all. I intended to present it to the House committee. I thought I had, but perhaps not. I should like to have this provision put in here:

That not to exceed \$5,000 of the funds appropriated in the fortifications bill may be used for the payment of rent of a suitable building or rooms for the use of such force of mechanical draftsmen and other labor as may be required in the production of the material appropriated for in that and other acts.

The CHAIRMAN. Ought not that to come in the fortifications bill?

Gen. CROZIER. All right; if it ought to come in the fortifications bill, I am perfectly willing to let it go there.

The CHAIRMAN. If it ought to go anywhere, it would have to be considered there.

Gen. CROZIER. I thought you gentlemen might consider that it ought to be presented in your bill.

The CHAIRMAN. I think not. I think that ought to wait for the fortifications bill.

Gen. CROZIER. All right; I am perfectly willing to have it go in that bill.

Senator OVERMAN. They may have put it in the fortifications bill.

Gen. CROZIER. They will put it in the fortifications bill, I think, if you do not put it in this one.

The CHAIRMAN. I think you ought to present it to the House committee when they take up the fortifications bill.

Gen. CROZIER. All right.

#### COMPENSATION OF INJURED EMPLOYEES.

Now, there is another provision. The act approved May 30, 1908, provides for compensation for injuries to certain employees received in the course of their employment. That act applies only to artisans or laborers, and does not cover other employees of the ordnance establishment, the arsenals, etc., who are just as subject to injury in the course of their employment as are artisans and laborers, and who now have to bear all of the effects of such an injury. For instance, we have draftsmen who in the course of their employment are obliged to go out into the machine shop and take measurements about machines, or examine the work that is in process of construction on machines, or make sketches and designs for the improvement of machines, or of shafting, or of belting, or what not.

Senator OVERMAN. You think "artisans" would not cover draftsmen, do you?

Gen. CROZIER. I doubt if the comptroller would let me stretch it so as to cover draftsmen. If he would, all right.

Senator SMOOT. That is the act providing for a year's salary?

Gen. CROZIER. Among other things; yes.

Senator SMOOT. If I were a draftsman I should very much prefer to have my claim go to the Claims Committee than to accept the one year's salary, judging from the amount that has been paid for injuries since the passage of that act to claimants who did not fall under it. I see that they generally get more than the one year's pay. I think we have now on the calendar three or four such cases. I have observed that the House has passed at least 100 bills this session, more than I ever saw in any previous session of Congress, granting claims that far exceed the one year's salary.

Senator ROBINSON. The Senate committee usually limits the compensation to one year's salary.

Senator SMOOT. I know it does, but I say that there are three or four of them up here now that are not so limited, and I never saw the House pass so many bills as they have passed this year.

Gen. CROZIER. The one year's salary, Senator, you will remember, applies only to a case of death where there are dependent heirs, or to a case of injury disabling a man for more than one year. If such a man as a draftsman is disabled for three weeks, or for a month, or for some such time as that, there is now no way in which to provide for him except by special act of Congress.

The CHAIRMAN. Have you drawn any clause to cover your views?

Gen. CROZIER. Yes, sir.

The CHAIRMAN. It is in the estimates, I understand.

Senator SMOOT. Was not the act of May 30, 1908, a bill passed by itself?

Gen. CROZIER. Yes; it was.

Senator SMOOT. I mean, it was not a provision put upon an appropriation bill?

Gen. CROZIER. No. The title of the bill was:

An act granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment.

That was the title of the act. Now, I propose that you put in here the following language:

That the provisions of the act approved May thirtieth, nineteen hundred and eight, entitled "An act granting to certain employees of the United States the right to receive from it compensation for injuries sustained in the course of their employment," shall be extended to apply to all employees of the United States engaged in any work in any manufacturing establishment, arsenal, navy yard, or naval station of the United States: *Provided*, That this act shall not be held to embrace any case arising prior to its passage.

You see, there are other persons besides draftsmen who are subject to these injuries, and who do get injured. We have, for instance, chemists employed in the department.

The CHAIRMAN. But the language you have given embraces all of them?

Gen. CROZIER. That would cover all of them; yes, sir.

The CHAIRMAN. The chief trouble about that amendment, General, as I see it, without having any conclusion of the matter, is that it is a purely legislative provision, and not an appropriation at all. It is legislation on an appropriation bill, pure and simple.

Senator ROBINSON. And would be subject to a point of order.

Gen. CROZIER. I suppose it would be subject to a point of order.

Senator SMOOT. If you want that legislation, the proper thing to do is just to prepare a bill covering the legislation you ask for and let us introduce it and pass it in the Senate, and then it will go to the House and be passed there, as a regular matter of legislation.

The CHAIRMAN. Yes. Still, we will consider it. We have your idea about it.

Senator SMOOT. We have it here.

The CHAIRMAN. Yes; I see. Is there anything else, General?

#### RESTRICTION ON CHANGES OF SALARIES.

Gen. CROZIER. Yes, sir. I should like to propose that section 7 of the general deficiency appropriation act approved August 26, 1912, as amended by section 4 of the act making appropriations for the legislative, executive, and judicial expenses of the Government approved March 4, 1913, restricting changes in salaries of certain employees paid from lump sum appropriations, be further amended to provide that it shall not apply to clerks, draftsmen, technical and other employees whose services are necessary in carrying on the various manufacturing or constructing operations of the Government. That is intended to meet the prohibition which is contained in this act of August 26, 1912, of the payment of any salary in excess of that which was paid for the same or similar services the year before.

I understand, of course, that that legislation was enacted for the purpose of correcting some abuses; but it has an effect which I do not think the Congress intended in passing it.

Senator SMOOT. I would rather have you say "many great abuses" rather than to say simply "some abuses."

Gen. CROZIER. Possibly. I will say, however, that there was no charge that any of the abuses existed in the Ordnance Department, Senator. But the legislation applies to us, and it prevents the promotion of an employee for increased efficiency. For instance, we employ clerks in the lower grades, usually somewhat on trial, at low salaries. If such a clerk as that has improved in efficiency in the following year or some subsequent year——

The CHAIRMAN. General, this does not prevent an increase by promotion.

Gen. CROZIER. It seems to me it does, Senator. Suppose that we have a clerk who is making out, we will say, bills of lading, quartermaster's work.

The CHAIRMAN. Suppose you make him the chief clerk of that department. Do you mean to say that this would prevent him from getting the salary?

Gen. CROZIER. Oh, there is nothing to prevent the promotion of a man to another place, another duty.

The CHAIRMAN. Exactly. If he stays in the same place, do you not think that if his salary ought to be increased you ought to bring the matter to Congress and have it increased in that way?

Gen. CROZIER. Suppose he is a man getting \$50 a month, and next year, right in the same place, he does twice as much work as he did the year before?

Senator SMOOT. Congress can increase it.

Gen. CROZIER. But, Senator, you do not provide for any of those salaries in the Ordnance Department. You would have to have a list as long as from here to——

Senator SMOOT. But the restriction is only for the year—that is, the appropriation that was made for that year. Under that law, at the beginning of the next fiscal year you can establish his salary; but if, for instance, he is started on July 10, you can not change his salary under the law during the balance of that fiscal year, ending on June 30 of the following year. You can, however, change his salary beginning on the first of the next fiscal year, providing the appropriation that is made for you will allow it.

Gen. CROZIER. Understand, Senator, that the salaries I am speaking of now are all paid from lump-sum appropriations.

Senator SMOOT. That is what I say.

Gen. CROZIER. Congress does not establish them.

Senator SMOOT. No; they do not establish the amounts, I am aware, but they appropriate enough to cover them. In that respect, General, I do think Congress ought to say just what they did—that wherever there is a lump sum appropriation made, the salaries that shall be paid out of that lump sum shall not be changed during the year for which the lump sum was appropriated.

Gen. CROZIER. Very well. Then, Senator, let me ask how you would afford me now the relief that I am asking for. I understand you are disposed to afford it if I can make out a good case.

Senator SMOOT. Certainly.

Gen. CROZIER. I have an appropriation, we will say, of \$3,000,000 for making field artillery. Out of that appropriation I would probably employ 10 or 15 clerks; and two or three of these clerks, we will say, are this year getting \$50 a month--junior clerks. I do not mean to say that it is necessarily confined to junior clerks, however. During the course of the year some of them increase in efficiency, and without change of their positions or promoting them to other different divisions I desire to increase their pay. How can I cover that in the fortifications bill?

Senator SMOOT. You can not cover it, General, and I do not believe it ought to be covered. You hired them, and they knew that they were to serve until the end of that fiscal year. At the end of that fiscal year you can change their pay.

Gen. CROZIER. How? I do not see how, Senator.

Senator SMOOT. Well, the appropriation is made before the end of the fiscal year.

Gen. CROZIER. That is right.

Senator OVERMAN. General, instead of asking for a lump sum, can you not do like other departments, and send up a statement of the clerks you want, with the salaries they ought to have?

Gen. CROZIER. Senator, I do not believe I make myself quite clear. It is impossible for me to tell you how many clerks I shall need next year to carry out the directions of Congress in manufacturing ordnance.

Senator OVERMAN. That might be so as to next year; but, I mean, take the past.

Gen. CROZIER. It has been practically impossible for me to do it then, Senator. The work is changing all the time. The sums that I get for manufacturing arms and ammunition are never the same from one year to another. They do not run along regularly. There is certain issue work and general financial work in my office for which you do provide certain clerks of certain grades; but the general operations of the Ordnance Department, carried on at all the arsenals of the Ordnance Department and many private establishments besides, vary right straight along from year to year, and it is perfectly impossible for anybody to tell you in the beginning how many clerks will be needed to carry on the work during the following year.

Senator SMOOT. I would rather run the chance, General, of doing a little injustice to a few clerks and wait until you can promote them—that is, I mean, give them places that have become vacant—than I would to leave open the door to all of the abuses that can occur under a repeal of that law.

Gen. CROZIER. Senator, that makes it impossible for me to take on a man and try him at a low wage.

Senator SMOOT. It will not be any more impossible this year than it has been in the past.

Gen. CROZIER. No; but this legislation is not very old, and it has been costing the Government money in my department ever since it has been on the statute book.

Senator SMOOT. It has been saving the Government a great deal of money in other departments, to my knowledge.

Senator OVERMAN. I do not believe the House would ever in the world agree to the proposed change.

Senator SMOOT. I do not believe the Senate would.



Senator OVERMAN. No; I do not believe the Senate would, either, because I know I have been fighting it for years.

Gen. CROZIER. You have made some exceptions already of the class I am asking for. You have made the exception that it shall not apply to artisans and laborers, but that exception would not apply to clerks and skilled office laborers and draftsmen and chemists and men of that kind. You forbid me to promote those men. If there is a man whom I am thinking of employing, and I want him to be, we will say, a \$1,200 man—and I think it will take \$1,200 to keep that kind of man that I want—I can not take on that man at \$900 and try him for six months or a year before promoting him.

Senator OVERMAN. You can take him on at \$1,200.

Gen. CROZIER. I must take him on in the beginning at \$1,200. I must take him on at the highest salary I intend to give to him if he turns out to be a first-rate man, because otherwise if I get that kind of a man and can not give him that kind of salary I can not keep him.

Senator SMOOT. General, is there not always a chance of promotion? Can you not take the men you have there that are getting less salary than \$1,200 and promote them and appoint other men at lower salaries?

Gen. CROZIER. How can I promote the man who is getting less than \$1,200? If he is getting less than \$1,200 I can not promote him to \$1,200 the following year unless I have a new job for him. If I put him on a different class of work I can promote him.

Senator ROBINSON. The general wants him to continue at that work.

Gen. CROZIER. Yes; I want him to continue at that work. He is doing it better. He has learned how. He has done as every man does who is good for anything, who advances and progresses; he does more work, more accurate work, and has demonstrated his efficiency. Now, he ought to get more money in that place. Everybody does that. There is no business in the country that is carried on without doing that, and by preventing us from doing it you gentlemen are injuring the public service. You may be doing it good elsewhere, but, in my judgment, you are injuring the public service in a way that I do not think any manufacturing establishment could stand. It is one of the kinds of restrictive legislation that make it so difficult to carry on the Government work, and which give rise to the charge—which is often true, and which I have tried my best to make not true with reference to the Ordnance Department—that the Government work costs so much more than private work, and that private manufacturers claim that they can do the Government's work at less money than the Government does it for itself and make their own profits besides. This kind of restrictive legislation makes our work extravagant.

Senator SMOOT. General, if you repeal this law every clerk in every department of the Government who claims to have a Congressman or a Senator back of him will be down upon the heads of the bureaus in the departments all the time, pleading every month or so for an increase in salary.

Gen. CROZIER. Senator, that was not my experience before this very recent law was passed.



Senator SMOOT. Perhaps it was not yours, but I know it was the experience in other departments.

Gen. CROZIER. There was a time in the history of the Government when that was the case to a very considerable extent, but that was before the civil-service laws became of such universal application. The clerks that we have now as a rule have not gotten their places through the intercession of men in public life, and they did not start out with any such "pull" as that.

Senator SMOOT. They did not altogether get their places in that way, I will say; but after they have gotten them, and have gotten in, they wanted every particle of influence that could be brought to bear from Congressmen and Senators to see that they got increases after they were in the service.

Gen. CROZIER. Yes; I understand that the civil-service law does not cover that point. There is nothing to prevent a man attempting to get his salary increased by reason of interference of influence in his behalf; but the way they get in makes them of a class that do not do that sort of thing.

The CHAIRMAN. The stenographer has the language that you suggest to meet this matter, and it is in the estimates, is it?

Gen. CROZIER. Yes, sir.

The CHAIRMAN. We will give it consideration.

Senator OVERMAN. Are the men you employ under a lump sum taken from the civil service?

Gen. CROZIER. Yes, sir; every one of them. All of them come in under the civil-service rules, and I employ them out of my manufacturing appropriations, generally speaking. I am given so many hundreds of thousands, or millions, of dollars to do certain work, and for that work I need certain employees of different classes. I need clerks, draftsmen, chemists, engineers, mechanics, laborers, etc. You have repealed this prohibition as far as mechanics and laborers and artisans are concerned, but you have left it there in the equally important class of the draftsmen and clerks and chemists and people of that class.

The CHAIRMAN. We ought to repeal it altogether or we ought not to make this exception, it seems to me. If the law is a bad one, it ought to be repealed. If it is a good one, it ought to apply to all the departments.

Senator SMOOT. That is what I say.

Gen. CROZIER. There is another thing it does not allow me to do, gentlemen, that is in accordance with the rule of the War Department and with the law in regard to some other departments, and that is that the Government establishments pay the wages of the neighborhood for work of like character.

The CHAIRMAN. That does not apply to department clerks?

Gen. CROZIER. We have no law to that effect in the War Department, but we follow that rule. Here is a man who improves so that everybody else around the neighborhood will pay such a man, we will say, 20 per cent more than we pay him. I can not promote him for that reason. I can not pay, in his case, the wages of the vicinity; and I have to violate that rule, which is a rule of law, as I say, for some departments.

The CHAIRMAN. But not for yours?

Gen. CROZIER. No. I have not got the two laws set up against each other; but it is a very wholesome practice, which I am not permitted to carry out under this restrictive law.

The CHAIRMAN. I think we understand that, General. We will give it thought. Is there anything else that you would like to submit?

Gen. CROZIER. Yes, sir. I have here in connection with this subject, Senator, a petition from certain ones of the employees who are at one of the arsenals who are affected by this legislation that I should like to put in with my statement.

The CHAIRMAN. Very well.

Gen. CROZIER. I will just give the letter to the stenographer, and he can put it in?

The CHAIRMAN. Yes.

Gen. CROZIER. Thank you.

(The letter referred to is here printed in full as follows:)

*“Provided, That section 7 of the general deficiency appropriation act approved August 26, 1912, as amended by section 4 of the act making appropriations for legislative, executive, and judicial expenses of the Government, approved March 4, 1913, restricting changes in salaries of certain employees paid from lump sum appropriations, is further amended to provide that it shall not apply to clerks, draftsmen, technical and other employees whose services are necessary in carrying on the various manufacturing or constructing operations of the Government.”*

The proposed legislation above is submitted in accordance with the directions of the Secretary of War, see copy of correspondence following:

FRANKFORD ARSENAL, *June 17, 1915.*

To the SECRETARY OF WAR

(Through official channels):

Your attention is respectfully invited to the following provision of law which is contained in the act of Congress approved March 4, 1913, providing for the legislative, executive, and judicial expenses of the Government:

“Sec. 4. That section 7 of the general deficiency act approved August 26, 1912, is amended to read as follows:

“Sec. 7. That no part of any money contained herein or hereafter appropriated in lump sum shall be available for the payment of personal services at a rate of compensation in excess of that paid for the same or similar services during the preceding fiscal year; nor shall any person employed at a specific salary be hereafter transferred and hereafter paid from a lump-sum appropriation a rate of compensation greater than such specific salary, and the heads of the departments shall cause this provision to be enforced: *Provided*, That this section shall not apply to mechanics, artisans, their helpers and assistants, laborers, or any other employees whose duties are of a similar character and required in carrying out the various manufacturing or constructing operations of the Government.”

You will see from this legislation that clerks, minor clerks, skilled office laborers, draftsmen, assistant draftsmen, and the chemists employed at this arsenal can not receive any increase in compensation which is in excess of that paid for the same or similar services during the preceding year. It does not make any difference if a clerk or draftsman increases in efficiency and makes himself more valuable to the Government, he can not be paid any more this year than he was paid last year if his services are the same or similar. This legislation does not take into consideration even the increased cost of living for which additional compensation is usually allowed by employers. If a clerk or a draftsman should be employed at a trial salary and with a promise that if he made good he would receive additional compensation the following year, such a promise could not legally be carried out, and yet such a method of hiring men is not unusual in all walks of life.

You will further observe that this section does not apply to mechanics, artisans, their helpers and assistants, laborers, or any other employees, whose duties are of a similar character, required in carrying on the various manufacturing or constructing operations of the Government. We believe that the clerks are just as necessary to manufacturing operations as any helper or assistant in any shop. Why should there be a difference between the men who sweep the floor, oil the shafting, run the elevators,

etc, and the skilled office laborers who attend to the time cards, job cards, and various requisitions for material needed in the shops? The condition of employment for these clerks in the shops is just the same as for the other workmen who are exempted in the proviso from the operation of the law. Furthermore, the mechanical work in the shop is largely done by mechanics, but from drawings prepared by draftsmen. Without these drawings the mechanic could not work with the dispatch and accuracy required at a Government establishment. The leading draftsmen visit the shops, and are just as much a part and parcel of this manufacturing plant as are the men who actually operate the machines.

A professional man, like the chemist, may make a valuable discovery for the Government, but there will be no reward for him unless the pay for the same or similar service was higher in the preceding fiscal year.

The proviso exempting mechanics, artisans, laborers, etc., must have had in view that these men will have their rate of compensation increased by reason of increased efficiency by reason of higher rate of pay paid for similar services by outside establishments, or by an increase in the cost of living. If all these three results are good reasons for increasing the pay of the exempted employees they are just as good reasons for increasing the pay of clerks, draftsmen, etc., who are not exempted by the proviso referred to. The clerks at this arsenal are not high-priced employees: a large proportion receive as low as \$540, \$600, and \$660 per annum, which is only the pay of the skilled laboring class. Surely Congress does not desire to prevent these low-priced clerks from receiving increased compensation if they have increased their efficiency or if it costs more to support them. A few men drawing \$600 per annum have families, and Congress can not expect a man to raise a family if he has no better outlook than \$600 per annum for his services. A number of the draftsmen receive \$900 to \$1,000 per annum, which is only the pay of machinists and toolmakers, who are in the exempted class. The highest rate of pay paid draftsmen at this arsenal is \$2,200 per annum and to clerks is \$1,800 per annum, but these men are not only draftsmen and clerks, but executives having broad responsibility.

It should also be noted that this legislation does not work for the benefit of the Government in that it makes it difficult to retain efficient employees. The work performed by the clerks and draftsmen is of such a nature that it takes some time for them to become familiar with their duties and with the Government's method of transacting business. When a clerk or draftsman realizes the legal obstacles in the way of his obtaining an increase in compensation, he seeks employment elsewhere, and, particularly in the case of the better grade of employees, who are generally graduates of a commercial or technical institution, such employment is not hard to obtain. These employees have acquired a knowledge of Government methods at the expense of the Government, and when they resign the valuable experience acquired by them is lost to the Government. This does not apply in the case of mechanics, artisans, laborers, etc., who in general have to devote little or no time to acquiring a knowledge of Government methods, and are, as a rule, as efficient on the first day of their employment as at any time thereafter, and vacancies in those exempted classes therefore mean little or no loss to the Government. It would seem therefore that the advantage of modifying the present legislation so as to remove the restrictions on increased compensation for clerical and technical positions is apparent.

Employees, whether mechanics, artisans, clerks, draftsmen, or others, in so far as their value to their employer is concerned, are rated by the same method, and the reasons for increasing an employee's compensation are the same for a mechanic as for a clerk. It therefore appears to the undersigned that the provision above mentioned, creating different standards for consideration in the treatment of Government employees and resulting in unfair discrimination against certain classes of employees, is one that Congress would correct when brought specially to its attention.

The undersigned employees, who are adversely affected by the discriminatory legislation referred to above, respectfully petition that you bring this singular situation to the attention of Congress and endeavor to secure the enactment of legislation which would enable clerks, draftsmen, and other office men at the manufacturing arsenals and navy yards to be paid a higher rate of compensation than that paid during the preceding fiscal year, when their efficiency demands it, when there is a corresponding increase in the rate of pay paid for similar services by outside establishments, or when an increase in the cost of living justifies it. It is believed therefore that if this provision had been worded as follows it would have accomplished the purpose desired by the undersigned:

*Provided*, That this section shall not apply to mechanics, artisans, storehouse keepers, their helpers and assistants, laborers, or any other employees, including clerks, draftsmen, and technical employees whose duties are of a similar character

and required in carrying on the various manufacturing and constructing operations of the Government.

Signed by 21 draftsmen, 101 clerks and skilled office laborers, 2 chemists, 10 storehouse employees.

[First indorsement.]

FRANKFORD ARSENAL, *June 17, 1915.*

To the CHIEF OF ORDNANCE:

There is no doubt that the clerks, draftsmen, skilled office laborers, etc., feel that they are discriminated against when their compensation can not be increased above that paid during the preceding fiscal year for the same or similar services. The law itself appears to be contrary to the practice of the department in fixing the rates of wages of those paid for similar services in representative plants in the vicinity of an arsenal.

Referring to paragraph 3 of the petition, it is not thought that employees had in view the reward for suggestions as a basis of compensation for the discoverer. They must have had in view the situation where an employee by his discovery shows increased efficiency which ought to be rewarded by a permanent increase in compensation.

This office recommends that this petition be brought to the attention of Congress and that the appropriate legislation be recommended under the annual estimates submitted to Congress, under the appropriation providing for the legislative, executive, and judicial expenses of the Government.

GEORGE MONTGOMERY,  
*Lieutenant Colonel, Ordnance Department, Commanding.*

[Second indorsement.]

ORDNANCE OFFICE, *June 23, 1915.*

To the SECRETARY OF WAR:

The legislation referred to in this petition prohibits an increase of the salary of persons affected by it for the reason of such improvement of capacity as may enable them to perform their work better. Increases of salary can only be granted for the performance of different work. As the prohibition operates to prevent the recognition, usual in the employment, of increased efficiency, as it makes difficult the application of the rule of the department to adjust the salaries of its employees in accordance with the prevailing rate of the vicinity for work of like character, and as it also effects a discrimination between different classes of employees of the same establishment, I concur in the recommendation of the commanding officer of the Frankford Arsenal contained in preceding indorsement hereon, that remedial legislation be submitted to Congress, and suggest that I be directed to submit a draft of the proposed legislation in connection with the estimates of this department presented for action in the legislative, executive, and judicial bill.

WILLIAM CROZIER,  
*Brigadier General, Chief of Ordnance, United States Army.*

[Third indorsement.]

WAR DEPARTMENT, *June 28, 1915.*

To the CHIEF OF ORDNANCE:

The department approves the suggestion of the Chief of Ordnance, made in second indorsement.

It is requested that an appropriate reply be made to the petitioners, for my signature.

LINDLEY M. GARRISON, *Secretary of War.*

#### LEAVES OF ABSENCE.

Gen. CROZIER. Under the provisions of the act approved February 1, 1901, all the employees of the arsenals and navy yards and kindred establishments are granted 15 days leave of absence each year. The comptroller has ruled that that operates as a limitation as well as a grant, and that no more than 15 days leave of absence can be granted employees of those establishments in one year. At places outside of continental United States—the Panama Canal Zone, for instance,

Hawaii, and the Philippine Islands—we have employees of the Ordnance Department who are working beside employees of the Quartermaster's Department and the Adjutant General's Department and the other departments who are not subject to this restriction; and those employees are given more than 15 days leave of absence per year in those places, in those parts of the world. It is considered that the climate is more trying, and that conditions otherwise are such that those people should have more leave of absence. In the Panama Canal Zone, for instance, they are given 30 days, and in the Philippine Islands they are given 30 days, and there are some cumulative provisions.

The employees of the Ordnance Department out there, having to work alongside of these employees of the other departments, feel themselves discriminated against in the matter of leave, and it is a fact that they are discriminated against. The act of February 1, 1901, was not passed for the purpose of applying to employees in such conditions as those. I think Congress at that time was thinking only of the employees in continental United States and working under the conditions which prevail in the United States.

Senator SMOOT. This proposed proviso is certainly too broad in its provisions. It proposes to give them such leave as may be prescribed by the Secretary of War.

Senator OVERMAN. He might give one man 40 days leave and another man 10 days leave.

Senator SMOOT. Under this language the Secretary of War could give leave to a man down at the Panama Canal Zone to come up here and run a magazine for a year, or run a campaign for six months, and be paid by the Government all the time.

Senator OVERMAN. This is new legislation, anyhow. There is a bill before Congress about this matter, I think.

Gen. CROZIER. But it is not proposed to make the provision of law any broader in regard to the employees of this one department than it now is in regard to employees of all the other departments.

Senator OVERMAN. It ought not to be done on an appropriation bill.

The CHAIRMAN. You say the other departments can give leaves as long as they choose?

Gen. CROZIER. Yes, sir.

Senator SMOOT. I want to look that up, then.

Senator OVERMAN. If that is so, we ought to amend that.

Senator SMOOT. That is the law we will amend.

Gen. CROZIER. Until the act of February 2, 1901, was passed, which was intended to be a beneficial act, the War Department could hire any employees it liked, under any terms; the terms including just as much leave of absence as it chose to give. Those were the conditions of employment. When the act of February 2, 1901, was passed, requiring these people to be given two weeks' leave, it was passed in the interest of the employees. At the same time, it limited the amount that could be given. It worked both ways, which is not a bad idea. I think that it is liberal in its provisions compared with what other employees get in the United States proper, and I am asking for no change there; but in the Tropics it is not so liberal. The conditions are different there, and sometimes the men on their leaves have to go away. Sometimes they find it desirable to allow



their leave to accumulate to about 60 or 90 days, and take two or three months at a time, so that they can go home, or so that they can get into the Temperate Zone, or go somewhere else; in the case of the Philippines, so that they can go up into Japan—somewhere where they can recuperate.

Senator SMOOT. There is some sense in that, but certainly there must be some limit.

Gen. CROZIER. The limit as it is now is just what it was for everybody before the act of February 2, 1901, was passed. The limit now, with regard to all the other departments except those that are covered by the act of February 2, 1901, is in the discretion of the Secretary.

The CHAIRMAN. Why should not naval employees be included, then?

Gen. CROZIER. Because the Navy Department has taken care of this matter in its own way on some other bill. That was my suggestion in the first place, and I had some correspondence with the Navy Department about it, and they stated that they had looked out for it, so that they did not need to be included.

The CHAIRMAN. I do not know where it is taken care of, but this is limited to the War Department, and the Secretary of War recommends that it shall not be applicable to naval employees.

Gen. CROZIER. That is the reason—because they had attended to it in some other way. They had a provision included in the estimates of appropriation required for the Naval Establishment for the next fiscal year. We were informed to that effect by the Navy Department.

Senator SMOOT. General, would it be satisfactory to you to provide that they shall be given such leave as may be prescribed by the Secretary of War, not exceeding 30 days, and that the leave of absence granted may be cumulative, and given in one year?

The CHAIRMAN. Not exceeding in any one year, in the aggregate, 30 days?

Gen. CROZIER. Not exceeding the rate of 30 days per year—that it can be cumulative, but that it shall not exceed the rate of 30 days in any one year.

Senator SMOOT. Yes; 30 days for any one year.

Gen. CROZIER. I think so, Senator. I do not see any reason now why that would not be satisfactory.

Senator SMOOT. I should be perfectly willing to vote to grant them that, because I recognize the fact that the men who serve in the Tropics need a change of climate; they need a rest more than they do in our continental America; but I could not support anything here authorizing the Secretary of War to grant an unlimited leave of absence. I would not think of such a thing.

Gen. CROZIER. Of course it involves a reliance upon the direction of the Secretary of War to that extent, Senator.

Senator SMOOT. I am not casting any reflections on the present Secretary of War. I would not care who the Secretary of War was. I do not want that power put in his hands, and I do not want him to be in a position where temptations can come to him and where he would be criticized by every American citizen if he yielded to them.

Gen. CROZIER. The provisions that they have in some of the other departments in regard to these outlying possessions are somewhat



complicated, and I found it easier to put in this language than to attempt to describe them. Although my memory does not serve me just now, I am quite certain that there are some state of affairs that that language does not meet; but your language so improves on the present situation that I am perfectly willing to accept it. Then, if it is found to be in any way not what you intended it to be, I can ask you to correct it next year.

The CHAIRMAN. We will consider the matter. What is the next subject?

Gen. CROZIER. That is the last one, Senator.

The CHAIRMAN. That covers everything you ask?

Gen. CROZIER. Yes, sir.

**STATEMENT OF CAPT. JOHN L. DE WITT, UNITED STATES ARMY, ASSISTANT TO THE CHIEF OF THE DIVISION OF MILITIA AFFAIRS, WAR DEPARTMENT.**

**CLERICAL FORCE, DIVISION OF MILITIA AFFAIRS.**

Capt. DE WITT. Senators, Gen. Mills is ill, and he directed me to come down here in his place.

The CHAIRMAN. Gen. Mills has charge of the militia?

Capt. DE WITT. He is Chief of the Division of Militia Affairs. He has directed me to come and present some matters with reference to an increase in the clerical force and in the office expenses. It is estimated for on page 72, I think, of the bill.

The general asked an authorization to increase the number of clerks from 27 to 30, by an addition of one clerk in each of classes 1, 2, and 3—\$1,200, \$1,400, and \$1,600.

Senator SMOOT. Yes; I know the classes. He wants one more clerk of each class?

Capt. DE WITT. Yes, sir; one each of classes 1, 2, and 3. It is an authorization, sir. It requires no appropriation, as the office expenses and clerical expenses of the Division of Militia Affairs are paid from the whole sum appropriated for the militia under section 1661 of the Revised Statutes. It requires no additional appropriation at all, sir.

Gen. Mills also asked that the salary of the chief clerk be increased from \$2,000 to \$2,250, to place him on the same basis as the lowest-grade pay of the chief clerks in the War Department. The salary of \$2,000 for the chief clerk of our division was established and given him in 1909, and it has remained the same up to the present time, in spite of the fact that the pay of other chief clerks has been increased, ranging from \$2,250 to \$2,750, the present average being \$2,305. His responsibilities and work have increased materially since the passage of the amended militia law. The militia has increased in size, and the volume of work has increased very much indeed, and probably will increase a great deal more under the impetus of the new legislation and pay of the militia. For the same reason it is almost impossible, at the present time, to keep up with the current work in the Division of Militia Affairs with the clerical force now available, sir. The volume has increased very much.

The CHAIRMAN. You want the chief clerk's salary increased \$250, and you want three additional clerks—one of class 1, one of class 2, and one of class 3?

Capt. DE WITT. Yes.

Senator SMOOT. Class 1 has been increased.

Capt. DE WITT. The House increased class 1; yes, sir. We also want one additional messenger.

The CHAIRMAN. So, the House having given you one of the additional clerks that you wanted, you ask now for two additional clerks and one messenger?

Capt. DE WITT. Two additional clerks, one assistant messenger, and an increase of \$250 in the pay of the chief clerk.

Senator SMOOT. All right.

The CHAIRMAN. Is that all you have to submit?

Capt. DE WITT. That is all; yes, sir.

**STATEMENT OF LIEUT. COL. EDGAR JADWIN, UNITED STATES ARMY, ASSISTANT TO THE CHIEF OF ENGINEERS, WAR DEPARTMENT.**

**CLERICAL FORCE, OFFICE OF CHIEF OF ENGINEERS.**

Col. JADWIN. The Chief of Engineers asked me, sir, to request an increase in the pay of his chief clerk from \$2,250 to \$2,500, an increase in the number of chiefs of division at \$2,000 from 2 to 3, and a reduction in the number of clerks of class 3 from 11 to 10.

You may recall, Senator, that I explained to you last year the situation in our office. The work in the office of the Chief of Engineers has been increasing steadily and rapidly, both in volume and in variety, and the clerical force required for its prompt and economical execution is some 75 per cent larger than it was 20 years ago. This enlargement has added in a corresponding degree to the duties of the chief clerk. There was this inconsistency, and several others, in our force. The Chief of Engineers had the matter taken up about a year and a half ago, and we went over it very carefully. There was the President's prohibition about not making any increase in estimates at that time. Our total estimate of appropriation was \$104,070; so we went all through our force most carefully and made a rearrangement which kept within that figure. Our total amount was \$104,060. When that was done the President's prohibition was extended to such an extent that no individual salary was to be increased.

We had some increases and some decreases in the plan. The matter had gone so far and the Chief of Engineers had become so much interested in it and thought it so desirable that he went personally to the Secretary of War; the Secretary of War looked it over and was so impressed with it that he carried it to the President personally and the President authorized him to make this exception last year. The House committee, however, had no hearings and they passed it the old way and it came over here. He then sent me up to see your committee. You explained to me very kindly that it was then right near the end of the short session and that the legislative situation was such that it would be impracticable to make any change at that time; but you listened to the explanation fully and informed me that you looked on it with favor and that if I would bring it up next year the matter would be taken up very carefully.

The CHAIRMAN. You presented it this year to the House committee, did you?

Col. JADWIN. We presented it this year to the House committee and they have accepted part of the changes, but not all of them, and the result is that they have made a net reduction. I might say broadly that they approved the reductions and did not approve our increases. That is not strictly correct, because they did approve some.

Senator SMOOT. You want an increase of the chief clerk's salary of \$250, you want one chief of division at \$2,000, and you want our elimination of a clerk of class 3, which is \$1,600, or a net increase over what the House provides of \$650?

Col. JADWIN. And it will leave us at that \$10 less than our appropriation has been for several years, making \$104,060.

I should like to say, if you will permit me, a word about the man who would be promoted in this connection.

The present chief clerk is a high-class man. He is a member of a prominent Virginia family. He has been continuously employed in the office of the Chief of Engineers since early manhood; continuously as chief clerk for 13 years, attaining the office by promotion through all the various grades. He has been efficient and faithful and has acquired knowledge and experience which, added to his native ability and to his loyalty, give his services a great value.

The CHAIRMAN. What is his name?

Col. JADWIN. Mr. P. J. Dempsey. He is from Alexandria. There has just been a change in the office of Chief of Engineers, and the chief clerk said the other day that that was the fourteenth Chief of Engineers he had served down there. He is a splendid man in every way. I would say also it is not simply personal to him, but that we need a man of that grade.

Repeated experience in the office of Chief of Engineers has demonstrated that many desirable men in the lower grades resign and seek positions elsewhere if there is no prospect for advancement in salary, or if the prospects for advancement are remote. An increase in the salary of the chief clerk is regarded not only as just on account of the responsibilities involved, but also as a step essential to assist in retaining high-grade employees throughout the office by affording a prospect of eventual promotion to a salary commensurate with what they can probably obtain elsewhere.

We have lost a number of very excellent men by the time they have reached the \$1,200 and \$1,400 grades, and they have realized their own capacity and the small chances of promotion. We have about 90 clerks, and it seems to us that they ought to be able to look forward to at least one chance of getting promotion to a \$2,500 place. There are 16 bureaus of the executive departments who pay their chief clerks more than we pay. There are quite a number who get \$2,400. Further our expenditures are more than 60 per cent larger than those of any one of them, and they are 40 per cent larger than the combined expenditures of 14 of them. That is our case.

The CHAIRMAN. That is all you have to present?

Col. JADWIN. Yes, sir.

## OFFICE OF THE QUARTERMASTER GENERAL.

**STATEMENT OF BRIG. GEN. HENRY G. SHARPE, ACTING QUARTERMASTER GENERAL.**

Gen. SHARPE. In Gen. Aleshire's absence I would just like to bring to your attention some matters that he himself is very much interested in and urgently recommended. He provides in the estimates for a reduction in two positions, one of them an inspector of supplies, and the other assistant marine engineer, the total amounting to \$4,300. In the estimate he provided for the raising of the salaries of six positions of principal clerk from \$1,800 to \$2,000. Then, with the approval of the Secretary of War, he submitted two additional estimates, one providing for an increase in the salary of the five principal clerks of divisions from \$2,250 to \$2,400 per annum, and in the other supplemental estimate there was a promotion of the marine engineer from \$3,500 to \$4,000 per annum. With all of these increases asked for by Gen. Aleshire, amounting to \$2,450, deducted from \$4,300, which was saved by eliminating two positions, will make a saving of \$1,850 per annum in the estimate that we have had submitted as compared with the appropriation for 1916.

I need not speak of the changes which have occurred in the Quartermaster Corps due to the consolidation, which was only four years ago. It has taken us some time to get down to the proper working basis, and in making those changes great economies have resulted to the Government, by the elimination of clerks, etc., and a saving in the consequent appropriations which have been necessary to pay the same of over \$50,000.

These six positions in which we are now asking for an increase from \$1,800 to \$2,000 are the most important branches that we have in the office. I might say that we have in the office 5 divisions and 26 branches. The principal clerks of divisions and of branches whose salaries we desire to raise from \$2,250 to \$2,400 and from \$1,800 to \$2,000 are handling all this enormous sum we are handling in the department. In time of peace, in the last year, we handled in our department \$101,000,000. Whatever the appropriations are going to be for the increase of the Army, the sum of the last estimate amounts to \$127,000,000, and another has been submitted amounting to \$167,000,000, in time of peace. In time of war, of course, the sums would be enormously increased above that.

The only way in which you can make an efficient administration of an office is by taking advantage of opportunities like this, and giving to the men who are doing such important work the compensation which is really commensurate with the work which they are performing.

I do not think it is necessary to speak any further of the importance of increasing the salaries of these six principal clerks. The branches whose principal clerks are to be increased are the apportionment and allotment, property accounts, clothing and equipage, transportation, personnel, and administrative.

The CHAIRMAN. It seems the bill provides for 15 clerks of class 4.

Gen. SHARPE. Yes, sir.

The CHAIRMAN. You want 6 of the 15 principal clerks with a salary of \$2,000 each?

Gen. SHARPE. Yes, sir; leaving nine only in that grade. It makes an increase of \$1,200 in the pay.

Senator SMOOT. In the present law we provide for an inspector of supplies at \$2,500, and we also provide for an assistant marine engineer at \$1,800.

Gen. SHARPE. Those are eliminated.

Senator SMOOT. I know they are eliminated from this bill, but what is the reason for their elimination, and how is it you can get along without those two men?

Gen. SHARPE. We find, Senator, that we can dispense with the services of the inspector of supplies by depending upon the work over in Philadelphia, by referring matters over there, and having a report from there. We also find that the assistant engineer may be dispensed with, because the engineer himself can do the work.

I would like to say that we consider these things most important, Senators, in order to get the department on the proper working basis. It is practically new. It has only been four years.

The CHAIRMAN. Is that all, General?

Gen. SHARPE. Yes, sir; that is all.

#### OFFICE OF THE SECRETARY OF WAR.

#### STATEMENT OF MR. JOHN C. SCOFIELD, ASSISTANT AND CHIEF CLERK, WAR DEPARTMENT.

Mr. SCOFIELD. The Secretary asked me to come down about certain matters connected with the estimates and appropriations for the Secretary's office.

Last summer, when the estimates were being made out, we asked for certain increases, aggregating in amount about \$6,000. We offered, if those increases were made, to give up certain positions aggregating in amount about \$4,000. The House made some changes, but the net result of it was that they did not give the increases asked for, but cut out two clerkships at \$1,000 each, one clerkship at \$900, and two assistant messengers at \$600, which were among the things which we said we would endeavor to do without if we got the increases asked for. The conditions have changed very materially since the estimate was made up, and of course we would like to get back the entire force which had been reduced pretty low for doing the business of the Secretary's office. You know we have to have a little working balance in the way of force.

Senator SMOOT. You have a clerk at \$900?

Mr. SCOFIELD. We have that force now.

Senator SMOOT. You also have two assistant messengers at \$600 each?

Mr. SCOFIELD. Yes, sir.

Senator SMOOT. They have been omitted.

Mr. SCOFIELD. We would like to have them all back. We think the changed conditions make it very necessary to have them. We are asking for two clerkships, one at \$1,000 and one at \$900, and two positions of assistant messenger at \$600.

Senator SMOOT. That is, you want one clerk at \$900, and one clerk at \$1,000?

The CHAIRMAN. Which you have had heretofore?

Mr. SCOFIELD. Yes; and we have them in the current appropriation and want them continued in the appropriation for the fiscal year 1917, which will begin in a few months.



Senator SMOOT. You have now six clerks at \$1,000 each, and they gave you five, and you estimated for only four?

Mr. SCOFIELD. That is right. And we had one \$900 clerk, which they cut out. We had two assistant messengers and they were cut out also, and we would like to have them all back.

Senator SMOOT. You are not asking, then, for the increases?

Mr. SCOFIELD. We would like very much to do it, but we wanted what was absolutely necessary. Those other positions are absolutely necessary, and the two assistant messengers, with the work the way it is likely to be, really ought to be supplied.

Senator SMOOT. You can get along without the property clerk at \$1,600?

Mr. SCOFIELD. They gave us a \$1,600 clerk for a \$1,400 clerk.

There was another matter that I wanted to speak about, the appropriation for stationery. The appropriation for stationery for many years has been \$25,000. We estimated for \$25,000 for the next year. They cut it down to \$20,000 in the House. I suppose that the reason they cut it down was that we actually expended for the fiscal year 1915 \$20,171—a little over \$20,000—and I presume that is the reason they cut it down.

Senator SMOOT. Stationery is going to be higher.

Mr. SCOFIELD. The facts are these: For the fiscal year when we spent \$20,000 we spent in the first three quarters \$14,000, approximately, and in the last quarter slightly over \$6,000. We have spent in the three quarters of the current fiscal year \$17,000.

Senator SMOOT. I think you will have to have the \$25,000.

The CHAIRMAN. You are sure you can not get along without the \$25,000?

Mr. SCOFIELD. I am absolutely sure of that, unless the department suffers. There would be a deficit.

The CHAIRMAN. Is there anything else?

Mr. SCOFIELD. I would like to say this, that immediately after the bill was introduced in the House the department wrote to the chairman of the subcommittee and asked him to make these changes which we are asking among the clerks, and he replied that he could not do it under the rules, and suggested our coming to the Senate committee.

#### SIGNAL CORPS.

#### STATEMENT OF BRIG. GEN. GEORGE P. SCRIVEN.

Gen. SCRIVEN. Mr. Chairman, I have a very brief statement to make. There are two measures asking for authority to expend in the District of Columbia \$30,000 for technical employees of the Signal Corps, instead of \$25,000, as heretofore, and \$5,000 for radio engineers, instead of \$3,600, as heretofore. This is not an increase in the appropriation, but is merely authority to have in Washington a larger number of technical employees. This is made necessary by the growth and importance of technical work being carried on by this bureau.

The CHAIRMAN. You say what you ask is in the House bill?

Gen. SCRIVEN. Yes, sir. It is approved, I believe. I would like particularly to emphasize, if I can, the need of an increase for the chief clerk of the Signal Office, who has been in the Government service for 18 years and as chief clerk for 9 years. Prior to 1908 all the chief clerks in the bureaus of the War Department received \$2,000



per annum. Since that date they have been all increased except those of the Signal Office and the Division of Militia Affairs.

Senator ROBERTSON. Who is chief clerk?

Gen. SCRIVEN. H. S. Flynn. The attached table illustrates how the different salaries have been increased. There are 28 clerks in the Signal Office, 18 provided for by the legislative, executive, and judicial act, and 10 paid from the \$30,000 allotment. I merely ask this in justice to Mr. Flynn, who is an excellent man, but who has received no increase since 1901, when all of the chief clerks received \$2,000. There is nobody left at \$2,000 now, according to this statement given to me, except the chief clerk of the Division of Militia Affairs and Mr. Flynn. The chief clerk to The Adjutant General has gone up to \$2,250, the Judge Advocate General's chief clerk to \$2,500, the Quartermaster General's chief clerk to \$2,750, and so on. It is justice to a very deserving man.

(The table referred to by Gen. Scriven is copied in the record in full, as follows:)

*Table showing increases in certain positions in the War Department.*

	1901	1902	1903	1904	1905	1906	1907	1908
Secretary of War	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$12,000
Assistant Secretary of War	4,500	4,500	4,500	4,500	4,500	4,500	4,500	4,500
Chief clerk	3,000	3,000	3,000	3,000	3,000	3,000	3,000	3,000
Private secretary							2,500	2,500
Clerk to Secretary	2,250	2,250	2,250	2,500	2,500	2,500	2,000	2,000
Stenographer	1,800	1,800	1,800	1,800	1,800	1,800	1,800	1,800
Clerk to Assistant Secretary	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100
Clerk to chief clerk	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100
Appointment clerk	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Chiefs of division, 4 <sup>1</sup>	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Disbursing clerk	2,000	2,000	2,250	2,250	2,250	2,250	2,500	2,500
Chief clerks								
The Adjutant General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Judge Advocate General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,250
Chief Signal Officer	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Quartermaster General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Commissary General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Paymaster General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Surgeon General	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Chief of Ordnance	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Chief of Engineers	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Bureau of Insular Affairs	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
	1909	1910	1911	1912	1913	1914	1915	1916
Secretary of War	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000	\$12,000
Assistant Secretary of War	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Chief clerk	4,000	4,000	4,000	4,000	4,000	4,000	4,000	4,000
Private secretary	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500
Clerk to Secretary	2,250	2,250	2,250	2,250	2,000	2,000	2,000	2,000
Stenographer	1,800	1,800	1,800	1,800	2,000	2,000	2,000	2,000
Clerk to Assistant Secretary	2,100	2,100	2,100	2,100	2,400	2,400	2,400	2,400
Clerk to chief clerk	2,100	2,100	2,100	2,100	2,400	2,400	2,400	2,400
Appointment clerk	2,000	2,000	2,000	2,250	2,250	2,250	2,250	2,250
Chiefs of division, 12	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Disbursing clerk	2,500	2,500	2,500	2,750	2,750	2,750	2,750	2,750
Chief clerks								
The Adjutant General	2,000	2,000	2,000	2,000	2,000	2,250	2,250	2,250
Judge Advocate General	2,250	2,250	2,250	2,500	2,500	2,500	2,500	2,500
Chief Signal Officer	2,000	2,000	2,000	2,000	2,000	2,000	2,000	2,000
Quartermaster General	2,000	2,000	2,000	2,000	2,500	2,750	2,750	2,750
Commissary General	2,000	2,000	2,000	2,000	2,000	(*)	(*)	(*)
Paymaster General	2,000	2,000	2,000	2,000	2,250	(*)	(*)	(*)
Surgeon General	2,000	2,000	2,000	2,000	2,000	2,250	2,250	2,250
Chief of Ordnance	2,000	2,000	2,000	2,000	2,000	2,250	2,250	2,250
Chief of Engineers	2,000	2,000	2,000	2,000	2,000	2,250	2,250	2,250
Bureau of Insular Affairs	2,000	2,000	2,000	2,000	2,000	2,250	2,250	2,250
Division of Militia Affairs				2,000	2,000	2,000	2,000	2,000

<sup>1</sup> Title changed to "assistant chief clerk."

<sup>2</sup> Consulted with Quartermaster Department.

\* Increased from 3.

(Thereupon, at 11.50 o'clock a. m., the subcommittee adjourned to meet at 2.30 o'clock p. m. Monday, March 20, 1916.)

**LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.**

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**MONDAY, MARCH 20, 1916.**

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UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Robinson, Smoot, and Oliver.

**DEPARTMENT OF LABOR.**

**STATEMENTS OF MR. ROBERT WATSON, CHIEF CLERK; MR. GEORGE G. BOX, DISBURSING CLERK; MISS JULIA C. LATHROP, CHIEF CHILDREN'S BUREAU; MR. RAYMOND F. CRIST, DEPUTY COMMISSIONER OF NATURALIZATION; MR. ETHELBERT STEWART, ASSISTANT COMMISSIONER OF LABOR STATISTICS; AND MR. A. W. PARKER, OF THE BUREAU OF IMMIGRATION.**

The CHAIRMAN. Mr. Watson, there are some matters you want to present, I understand?

Mr. WATSON. Yes, sir.

The CHAIRMAN. You were heard before the House committee?

Mr. WATSON. Yes, sir.

The CHAIRMAN. I want to suggest that it will not be necessary for you to repeat what you said before the House committee. If there are any facts in addition to what you stated there, we will be glad to hear them.

Mr. WATSON. I will endeavor to confine myself to that, then.

The CHAIRMAN. There are two features in the appropriations provided for the Department of Labor in the pending bill to which I wish to invite your attention. The first is the matter of personnel and the second is that of rent.

**ADDITIONAL CLERKS.**

As to the first, from the outset we have labored under the greatest difficulties in the office of the Secretary, which comprises the executive offices of the department as well as the mechanical force engaged in the operation of the building, because of the inadequacy of help. We have been put to the necessity of drawing upon the various bureaus to piece out for the necessary service. We presented to the House committee a request for 11 new clerks, eight of whom were to

replace various details we had made from these bureaus. The House committee and the House allowed us six clerks, which will enable us to return six of the eight to the positions from which they were detailed in the bureaus. We have come now to ask for those two additional clerks—one at \$1,600 and one at \$1,200.

The CHAIRMAN. You asked for 11, and the House gave you 6!

Mr. WATSON. We asked for 11 and they gave us 6, which is insufficient to permit of the return of the number now on detail. We have met our necessities by details of clerks from the various bureaus, which has resulted in a great retardation in the work of the bureaus, and we drew them from the bureaus because of the belief that the work of the executive offices of the department was of paramount importance.

Senator SMOOT. You want one clerk of class 1 and one of class 2!

Mr. WATSON. We want one of class 1 and one of class 3. That will enable us to return these other clerks to the bureaus from which they were detailed.

#### FIREMEN.

The next item under this same heading pertains to the position of fireman. We have never been provided with a fireman in our department. The recognized statutory rate for firemen is \$720 per annum. Manifestly, we have to operate boilers the same as they do elsewhere, and we have been put to the necessity of utilizing laborers, who get only \$660 per annum, on this work. We are now discriminated against to the extent of being able to pay our fireman only \$660 whereas in every other branch of the Government the fireman, by statutory enactment, is paid at the rate of \$720 per annum.

The CHAIRMAN. You want how many?

Mr. WATSON. We have laborers performing the duties of fireman and we are able to pay only \$660 to the man who performs the duties of fireman. Every other department pays them \$720.

The CHAIRMAN. You want three laborers to be discontinued, and three firemen in their place?

Mr. WATSON. We want all the laborers we have now.

The CHAIRMAN. You want all the laborers you have, and three firemen in addition?

Senator ROBINSON. Three firemen and two clerks is what you want!

Mr. WATSON. Three firemen and two clerks. That disposes of the matter of personnel.

#### RENT OF OFFICE BUILDING.

The next item is that of rent.

Mr. STEWART. That is on page 143 of the bill.

Mr. WATSON. The bill as reported out from the House committee carried an authorization which would permit us to enter into a lease for a period of five years. We have in the bill for this current year an authorization to enter into a lease for a period of five years at an annual rental of \$20,000. We have been unable to get any quarters for that sum, and furthermore, the owner of the building which we now occupy has served an ultimatum that he will not accept anything less than \$26,000 hereafter. We managed with great difficulty to get the owner to consent to allow us to remain.

at \$20,000 for this year, and it was only after practically stultifying ourselves that we were able to accomplish this.

Senator SMOOT. You can contract for how many years at \$20,000?

Senator ROBINSON. The owner demands \$26,000, he says.

Mr. WATSON. The authorization for this current year contemplates that we may enter into a lease for five years at \$20,000 a year, but we have been unable to get anything at that figure. The subcommittee of the House committee reported the bill carrying an authorization to contract at \$24,000. That went out on the point of order on the floor of the House.

Senator SMOOT. You are authorized to make a lease for five years at \$20,000 a year?

Mr. WATSON. Yes, sir; but we can not secure any place for that; and as this bill stands there is no authority to lease for more than a year.

Senator SMOOT. I am perfectly aware that with the bill as it stands now you can not, but if you are authorized to enter into a lease for five years, can you secure quarters for five years at \$20,000 a year?

Mr. WATSON. \$24,000 a year is the only proposition we have, and that is the lowest.

Senator OLIVER. Where is that building?

Mr. WATSON. That is across the street from the Mills Building. Gen. Mills has declined to accept anything less than \$26,000 for his building—the Mills Building. We have another proposition at \$24,000 a year.

Senator OLIVER. Is that for the whole Mills Building?

Mr. WATSON. No; the Navy Department have an annex and we have what is known as the Mills Building.

Senator OLIVER. You are in the main Mills Building now?

Mr. WATSON. Yes, sir.

Senator OLIVER. How much space do you get for that \$20,000? How many feet do you get?

Mr. WATSON. Roughly, 66,000 feet gross; about 52,000 feet of net office space.

Senator OLIVER. Is it a fireproof building?

Mr. WATSON. Yes; it is a fireproof building.

Senator ROBINSON. He wants how much for that, now?

Mr. WATSON. \$26,000 a year.

Senator ROBINSON. \$26,000?

Mr. WATSON. We asked for \$26,000, and we got authority to lease premises at \$20,000 a year, and I have a proposition which will enable us to secure space at \$24,000.

Senator ROBINSON. You will have to move from where you are?

Mr. WATSON. We will have to move anyway, unless we get authority to lease at \$26,000 a year. Gen. Mills will not accept anything less.

The CHAIRMAN. He has been renting it to you for \$20,000?

Mr. WATSON. He rented it to us this year for \$20,000.

The CHAIRMAN. What is the reason for the increase?

Mr. WATSON. The Navy paid him \$30,000 during their occupancy of the building, and we were enabled to get the building at all only upon the theory that that figure would be restored.

Senator OLIVER. Does he supply heat and light and janitor service for that?

Mr. WATSON. No, sir; he supplies nothing. That is net to him, that \$20,000; that is, exclusive of taxes and insurance, which he pays.

Senator ROBINSON. Does the proposition to pay \$26,000 contemplate heat, light, and janitor service, or will you have to furnish them?

Mr. WATSON. No, sir; we will have to pay those items.

Senator ROBINSON. That is net, still?

Mr. WATSON. \$24,000 is net. I have a proposition at \$24,000.

Senator ROBINSON. I know, but that is not for the Mills Building. That is \$26,000?

Mr. WATSON. Yes, sir.

Senator OLIVER. What can you get quarters for?

Mr. WATSON. There is no other building in the city to which we can go, to take the department. If we leave the Mills Building, we must get a building erected somewhere, and I have exhausted every effort I can think of to get him to permit us to remain there.

The CHAIRMAN. Do you suppose he has any idea of your moving out?

Mr. WATSON. I think he has now.

The CHAIRMAN. He can not get another tenant for anything like that. I have no doubt in the world about his letting you stay there for that.

Senator OLIVER. I would say that for 52,000 feet for a building of that character it ought to be worth 50 cents a foot.

Senator SMOOT. We are getting space at less than that. We are getting it for 32½, 33, and 35 cents.

Senator OLIVER. Where?

Senator SMOOT. Where the Commerce Building is: and it is a better building, is it not, too?

Mr. WATSON. No, sir. If you will permit me, aside from the record, I will give you what may throw a little light on this situation.

Senator SMOOT. Why not on the record?

Mr. WATSON. I have no objection to its going in the record. I thought that it would be a little more informal, that is all.

As I understand the proposition to-day, Gen. Mills has one daughter who is married, and this building is to go to her. Gen. Mills is deferring a good deal to the advice of his son-in-law, and his son-in-law has the idea that this building can be rented for commercial purposes, in view of the improvements going on in that vicinity, at a higher figure than he is now getting from us. I have endeavored to dissuade him from that idea; but I want to reiterate that we even went to the extent of practically stultifying ourselves, and almost to the extent of including in that lease a provision that we were accepting a beneficence from him, in order to get the rate of \$20,000 for this past year and in order to avoid the necessity of moving. That was all the money provided for us, and he finally agreed to accept that \$20,000 this year, but with the distinct provision that he would not consider any renewal of the lease for less than \$26,000 a year. After having argued this thing pro and con with them for a number of months, I am positive that we can not secure it for this same figure.

Senator ROBINSON. Is it better for the department to take new quarters to be hereafter constructed, at \$24,000 a year, than to renew the lease for \$26,000?

**Mr. WATSON.** Of course it is immaterial to us whether we are permitted to stay there, or in some other building equally as good. We would like to get settled, however. We would like to get permanently placed for five years.

**The CHAIRMAN.** The only question about that is that the Government ought not to occupy a square inch of rented property anywhere in the city; and I would rather have it cost twice as much and have the Government have its own buildings, rather than to rent quarters and to go on as we are, never knowing when we are being imposed upon, and believing that the Government is being imposed upon every place.

**Mr. WATSON.** There is no other place for us to go. You spoke of these other buildings being rented at a lower rate per square foot of space than this. At this rate he is not getting anything like the same return on his investment. The property is reputed to be worth nearly half a million dollars.

**The CHAIRMAN.** This property?

**Mr. WATSON.** The Mills Building; yes, sir. He is getting less than 4 per cent, as you see, on that valuation. The value of the property of these other people where the rent figures out at a lower rate per square foot is much less than the value of this property.

**The CHAIRMAN.** Well, he ought to have 4 per cent on his investment.

**Senator ROBINSON.** Have you authenticated his cost figures?

**Mr. WATSON.** Yes, sir. Our sole desire is to secure permanent quarters; and that is the position we are in.

**Senator SMOOT.** We will take that into consideration.

**The CHAIRMAN.** Is there anybody else here from the Department of Labor to be heard?

**Mr. WATSON.** Yes, sir.

**Mr. Chairman,** if I may be permitted before proceeding to the next item, I should like to revert for a moment to line 3, on page 138, under the item of "Salaries for the office of the Secretary." I omitted to draw your attention to the salary of the appointment clerk, for whom we want \$2,500.

**Senator ROBINSON.** What is his salary now?

**Mr. WATSON.** \$1,800.

#### BUREAU OF LABOR STATISTICS.

##### ADDITIONAL CLERKS.

**Mr. STEWART.** This is on pages 138 and 139. Mr. Chairman there are two points I should like to make. In the first place, we made estimates with the approval of the Secretary for an increase of 10 clerks, 5 at \$1,200 and 5 at \$1,000; an increase of \$11,000 in the statutory roll. If the committee prefers, I can submit a written statement in regard to that.

**Senator SMOOT.** That same statement, in substance, is already in the House hearings?

**Mr. STEWART.** The specific point I want to make in addition to that is that during the year 1915 the bureau was not authorized to employ temporary clerks in the District of Columbia. Of course, considerable work accumulated and during that year we issued



bulletins aggregating 8,154 pages. This year we were permitted to employ temporary clerks, up to the sum of \$6,000. That sum was expended before the 1st of January, and during this fiscal year we have already issued 18 bulletins of 4,491 pages, with 9 numbers of the Monthly Review, having 928 pages, or 5,419 pages of material published. There are in press 11 bulletins, which will aggregate 1,700 pages, and one issue of the Review, of 100 pages; 1,800 pages in press, making a total in print or in the hands of the printer of 7,219 pages up to date.

We have matter in preparation which ought to be in the hands of the printer by the 1st of July, making an aggregate of 10,869 pages.

As I have said, we exhausted our authorization to employ temporary clerks in the District of Columbia before the 1st of January; which indicates that the clerical force necessary to keep up with the work of the bureau can not be met by this temporary help. We will have had during the year at least 1,000 days of overtime work, voluntary service on the part of the clerks, who want to see us get through; and yet with all possible resort to mechanical appliances, and with this voluntary overtime we simply can not do the work with the number of clerks we have. I had hoped that the \$6,000 for temporary service in the District of Columbia would see us through. I am now convinced that it will not, and that we ought to have 10 additional clerks to help us out.

The CHAIRMAN. What do these clerks do? Do they get up bulletins?

Mr. STEWART. They do the necessary statistical computations, tabulations, and the clerical working up of material ready for bulletins. I will put in a list here of the work we did in the fiscal year.

Senator OVERMAN. What is the character of the bulletins?

Mr. STEWART. Well, they are on wages and hours of labor in various industries, vocational education, wholesale prices——

Senator OVERMAN. Does the Census Office get out similar bulletins?

Mr. STEWART. No, sir.

Senator OVERMAN. Have you a list of those bulletins?

Mr. STEWART. Yes.

Senator OVERMAN. I would like to see it.

Mr. STEWART. This is a list of bulletins issued in the fiscal year 1915. Then, here is a list of the bulletins issued since July 1, 1915, and another of bulletins ready to be issued [handing papers to Senator Overman].

(The lists referred to by Mr. Stewart are here printed in full, as follows:)

The following is a summary statement of the number of pages of printed matter issued by the Bureau of Labor Statistics for the five years previous to 1915 brought into comparison with the work of the bureau during the fiscal year ended June 30, 1915:

Year ended June 30	Pages
1910.....	2,822
1911.....	8,418
1912.....	7,106
1913.....	7,040
1914.....	3,456
1915.....	8,154

Listed consecutively according to serial whole numbers, the bulletins printed during the fiscal year 1915 were as follows:

- No. 142. Administration of labor laws and factory inspection in certain European countries.
- No. 145. Conciliation, arbitration, and sanitation in the dress and waist industry of New York City.
- No. 146. Wages and regularity of employment and standardization of piece rates in the dress and waist industry of New York City.
- No. 147. Wages and regularity of employment in the cloak, suit, and skirt industry, with appendix showing plan for apprenticeship for cutters and the education of workers in the industry.
- No. 148. Labor laws of the United States, with decisions of courts relating thereto.
- No. 149. Wholesale prices, 1890 to 1913.
- No. 150. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1913.
- No. 151. Wages and hours of labor in the iron and steel industry in the United States, 1907 and 1912.
- No. 152. Decisions of courts and opinions affecting labor, 1913.
- No. 153. Wages and hours of labor in the lumber, millwork, and furniture industries, 1907 to 1913.
- No. 154. Wages and hours of labor in the boot and shoe and hosiery and underwear industries, 1907 to 1913.
- No. 155. Compensation for accidents to employees of the United States.
- No. 156. Retail prices, 1907 to December, 1914.
- No. 157. Industrial accident statistics.
- No. 158. Government aid to home owning and housing of working people in foreign countries.
- No. 159. Short-unit courses for wage earners and a factory school experiment.
- No. 160. Hours, earnings, and conditions of labor of women in Indiana mercantile establishments and garment factories.
- No. 161. Wages and hours of labor in the clothing and cigar industries, 1911 to 1913.
- No. 163. Wages and hours of labor in the building and repairing of steam railroad cars, 1907 to 1913.
- No. 164. Butter prices, from producer to consumer.
- No. 165. Lead poisoning in the manufacture of storage batteries.
- No. 166. Labor legislation of 1914.
- No. 167. Minimum-wage legislation in the United States and foreign countries.
- No. 168. Wages and hours of labor in the iron and steel industry in the United States, 1907 to 1913.
- No. 172. Unemployment in New York City.

REPORTS TRANSMITTED BUT NOT PUBLISHED.

In addition to the serial bulletins and the separate volume described above, eight bulletins were sent to the Public Printer before the end of the fiscal year, 1915, but not in time to complete the necessary work of printing. In the order of transmittal the subjects of these bulletins are as follows:

- Decisions of courts affecting labor, 1914.
- Foreign food prices as affected by the war.
- Union scale of wages and hours of labor, May 1, 1914.
- Index numbers of wholesale prices in the United States and foreign countries.
- Subject index of the publications of the United States Bureau of Labor Statistics up to May 1, 1915.
- Summary of the report on condition of woman and child wage earners in the United States.
- Effect of minimum-wage determinations in Oregon.
- Wages and hours of labor in the hosiery and underwear industry.

LIST OF BULLETINS ISSUED SINCE JULY 1, 1915—I. E., DURING THE FISCAL YEAR 1916.

- No. 162. Vocational education survey of Richmond, Va.
- No. 169. Decisions of courts affecting labor, 1914.
- No. 170. Foreign food prices as affected by the war.
- No. 171. Union scale of wages and hours of labor, May 1, 1914.
- No. 173. Index numbers of wholesale prices in the United States and foreign countries.
- No. 174. Subject index of the publications of the United States Bureau of Labor Statistics, up to May 1, 1915.
- No. 175. Summary of report on condition of woman and child wage earners in the United States.
- No. 176. Effect of minimum wage determinations in Oregon.
- No. 177. Wages and hours of labor in the hosiery and underwear industry, 1907 to 1914.
- No. 178. Wages and hours of labor in the boot and shoe industry, 1907 to 1914.
- No. 179. Industrial poisons used in the rubber industry.
- No. 180. The boot and shoe industry in Massachusetts as a vocation for women.
- No. 181. Wholesale prices, 1890 to 1914.
- No. 182. Extent and causes of unemployment among women in department and other retail stores in Boston, Mass.
- No. 183. Regularity of employment in the women's ready-to-wear garment industry.
- No. 184. Retail prices, 1907 to June, 1915.
- No. 185. Workmen's compensation legislation of 1914 and 1915.
- No. 186. Labor legislation of 1915.
- Monthly review of the United States Bureau of Labor Statistics: 9 numbers, July, 1915, to March, 1916, inclusive.

BULLETINS NOW IN PRESS (MARCH 18, 1916).

- No. 187. Wages and hours of labor in men's clothing industry.
- No. 188. Report of British departmental committee on the danger in use of lead in the painting of buildings.
- No. 189. Decisions of courts affecting labor, 1915.
- No. 190. Wages and hours of labor in the cotton, woolen, and silk industries, 1907 to 1914.
- No. 191. Collective bargaining in the anthracite coal industry.
- No. 192. Proceedings of the American Association of Public Employment Offices.
- No. 193. Dressmaking as a trade for women.
- No. 194. Union scale of wages and hours of labor, May 1, 1915.
- No. 195. Unemployment in certain cities in the United States.
- No. 196. Proceedings of Employment Managers' Conference held at Minneapolis, January, 1916.

BULLETINS TO BE TRANSMITTED BEFORE JUNE 30, 1916.

- Retail prices, 1907 to December, 1915.
- Collective agreements in the men's clothing industry.
- Minneapolis survey for the purpose of industrial education.
- Wholesale prices, 1890 to 1915.
- Anthrax as an occupational disease.
- Mortality statistics of wage earners in various occupations.
- Mortality from consumption in dusty trades.
- Sickness insurance and statistics of sickness among wage earners in the United States.
- Hygiene of the printing trades.
- Accidents and accident prevention in the machine-building industry.
- Workmen's compensation laws of the United States and foreign countries.
- Trade schools for girls in Massachusetts.
- Labor laws of Great Britain.
- Labor laws of Germany.
- Results of workmen's compensation and employers' liability laws as affecting dependent women and children in cases of fatal industrial accidents.
- Profit sharing.

*Summary of printing since July 1, 1915.***Publications already issued:**

18 Bulletins.....	pages..	4,491	
9 numbers of Monthly Review.....	do....	928	
			5,419

**Publications in press:**

10 Bulletins.....	do....	1,700	
1 Monthly Review.....	do....	100	
			1,800

Total of publications issued and in press.....pages.. 7,219

**Publications to be transmitted:**

16 Bulletins.....	pages..	3,350	
3 numbers Monthly Review.....	do....	300	
			3,650

Total publications to be issued, in press, and to be transmitted..pages.. 10,869

MARCH 18, 1916.

Senator SMOOT. If the 10 clerks which are asked for are allowed you, you will not want this \$6,000 increase?

Mr. STEWART. That was not an increase, Senator; it was simply a permission to use that much of our miscellaneous fund in that way.

Senator SMOOT. Yes, I understand that; but you intimated as much, that if we gave you these 10 clerks you would use these 10 clerks and get along without that \$6,000 for temporary clerical assistance in the District of Columbia.

Mr. STEWART. No; we would still want the authorization to employ temporary clerks; it might not be necessary to use it so frequently.

Senator SMOOT. I so understood you.

Senator OVERMAN. In this list I see Bulletin No. 75, "Summary of Report on Condition of Woman and Child Wage Earners in the United States." Does not the Children's Bureau get out a bulletin on that?

Mr. STEWART. That is simply a summary of the work done in the bureau in 1907 to 1910. This was to present the essence of it in one volume.

Senator SMOOT. This is the essence of what it cost us \$55,645.40 to print. There were 19 volumes of it, were there not?

Mr. STEWART. There were 19 volumes. Now, I have submitted this list as a part of the testimony.

Senator SMOOT. Yes.

Mr. STEWART. Mr. Chairman, there is one more matter, on page 140.

The CHAIRMAN. The House gave you some increase of clerks, did it not?

Mr. STEWART. No; not in this bill.

The CHAIRMAN. This bill did not increase anything at all.

On page 140, line 14, is the next item.

Senator SMOOT. You want \$3,800 instead of \$3,000, is that it?

Mr. STEWART. Yes, sir; and I should like at least to be permitted to correct the record in regard to this estimated increase. On page 4549 of the Congressional Record for March 11 Congressman Nolan offered an amendment providing for this increase, and he made a statement covering the facts in the case. He offered an amendment to increase this bill to the amount estimated, \$3,800. On page 4550

of the Record for March 11 is a statement by the chairman of the subcommittee in charge of the bill, in which he says:

Mr. Chairman, if this amendment is adopted it will not provide money for the examination of a single additional case. It only means the promotion of two clerk in this division, according to the hearings submitted to the committee. He proposed to increase one clerk from \$1,200 to \$1,600 and another clerk in the sum of \$300.

On page 1038 of the hearings before the subcommittee of the House Committee on Appropriations in charge of the legislative, executive, and judicial appropriation bill for 1917, one of the members of the subcommittee said to me:

You want to increase the salary of the clerk now receiving \$1,200 to \$1,600?

To this I answered:

To \$1,400.

Then I was asked:

The clerk now at \$900 you intend to increase—  
Mr. STEWART. To \$1,000.

I submit there was nothing in the hearings to show that more than \$300 of the \$800 increase asked for would be absorbed in salaries, and that the remaining \$500 would not go to the examination of cases by physicians and other incidents connected with the administration of the law.

Now as to the salary question: The man who is doing this work now at \$1,200 handled 6,709 reported injuries and 3,140 claims for compensation in 1915, as against 2,558 claims when the work was being done by one man at \$1,600, another at \$1,400, reviewed by another man at \$2,000, and a typewriter assistant at \$1,000, all paid for out of the fund of the Bureau of Labor Statistics. I repeat, this man is doing 3,140 cases for \$1,200, whereas the same work on 2,558 claims formerly cost \$3,000, with every indication to show that there will be 3,500 claims and 7,200 injuries reported for the year ending June 30, 1916.

This man examines in the first instance all claims and passes upon whether they should be approved or disapproved. His assistant is a stenographer and typewriter. I submit that a man doing that sort of work, handling claims which amount to half a million dollars a year, is entitled to more than \$1,200.

We did hope to increase him to \$1,400, and not \$1,600, as stated at the place mentioned. The woman who is acting as his assistant is a stenographer and typewriter and is getting \$900. She is entitled to \$1,000.

Besides, the increase from 2,558 cases to 3,500 cases has made it necessary for us to put a stenographer in that division from the payroll of the bureau from other appropriations, for almost half the time. We have had to cut out the field examinations of cases entirely. We have had to beg the Navy and War Departments to cut down the medical examinations in the field. The fact of the business is that the workmen's compensation act of the Government can not be administered for \$3,000, and it is not fair to draw on the Bureau of Labor Statistics for clerical help to do it.

The CHAIRMAN. Is there any other matter? Does that cover what you want?

Mr. STEWART. Yes, sir.

The CHAIRMAN. Whom shall we hear next?

Mr. WATSON. Miss Lathrop, head of the Children's Bureau.

## CHILDREN'S BUREAU.

Miss LATHROP. Mr. Chairman, I asked the privilege of coming here to-day because two years ago when I was before the committee it was felt very strongly by the members of the committee that there was some conflict possible between the bureaus then in existence and this bureau. I feel, after two years' work, that I can come back to you with a report to show that we have a distinctly social field of our own, and that we are able to dovetail our work with that of the Bureau of Education and the Public Health Service.

I do wish to ask you to reconsider some of the decisions of the House Appropriations Committee, and I would just like to indicate by two or three incidents what I want to say. At the present moment in the State of Delaware a survey is going forward at the request of the State authorities in that State by the joint activity of these State authorities, the Bureau of Education and the Public Health Service. In this survey, in the one item of defective children, the Public Health Service makes the survey of the schools, discriminating out the cases; the Bureau of Education does a distinct pedagogic work, and the Children's Bureau does house-to-house visiting and social study which determines the social status of the child, and their need of the institutions.

The governor of the State of Delaware has asked us in addition to make a somewhat similar study of the care of dependent children, which is a pressing problem in Delaware. Since we started our Delaware study the Commissioner of Education has asked us to undertake a similar study of mental defectives in San Francisco in conjunction with the Bureau of Education school survey. The bureau has been asked to undertake, in conjunction with the Public Health Service, this social study of mentally defective children in two other States. This study is neither medicine nor education, but which is absolutely necessary to determine what State care is required. I think this fairly well illustrates the condition of the facts throughout the whole field, where there is a great mass of useful work to be done. It does not impinge upon the field of any of the bureaus already in existence.

Senator SMOOT. There are a good many reports made by the Children's Bureau upon subject matter that is reported upon by other bureaus of the department?

Miss LATHROP. Not upon precisely the same thing, Mr. Senator. In the beginning, I think you called my attention two years ago to the fact that the Public Health Service had prepared a pamphlet on the care of children. We also have pamphlets on the care of children. The truth is that if both of us were sending out ten times as many as we do, we could not fill the legitimate demands made upon us for this literature. Also, the pamphlets of the Health Service and of the bureau do not address precisely the same readers.

Senator SMOOT. My idea was this, that if it is because of lack of assistance in the departments, that is one thing; but I would not have liked that assistance to be granted to three or four departments in order to get the number required to cover the field. In other words, I think whatever is done upon that subject ought to be done by one bureau of the Government, and not divided as it is to-day. I recognize the fact that there is a great deal of force in what you



say, that to cover the question it will take a great deal more than you have in your department working upon it, as well as a great deal more than the Health Department; but if it is to be covered, it ought to be covered either by your department or distinctly covered by the Health Department.

Senator OVERMAN. Have you there a copy of your report?

Miss LATHROP. You mean our third annual report?

Senator OVERMAN. I mean a copy of your report to Congress.

Miss LATHROP. No, sir; I have not.

The CHAIRMAN. We are obliged to hurry. What are you asking in the way of appropriations? We deal with appropriations on this committee, and we would like to know what appropriations you are asking.

Miss LATHROP. We asked in the House for an addition of about \$17,000 in money and about a dozen clerks to the personnel. That was refused.

The CHAIRMAN. How many clerks have you now?

Miss LATHROP. We have 76 persons.

Senator OVERMAN. Have you a list of them with you, with the salaries paid from the lump sum?

Miss LATHROP. Oh, yes; I have that.

The CHAIRMAN. You asked for an assistant chief to be promoted from \$2,400 to \$3,000.

Miss LATHROP. Yes, Mr. Senator.

The CHAIRMAN. Do you still ask for that?

#### TEMPORARY CLERKS IN DISTRICT OF COLUMBIA.

Miss LATHROP. Mr. Senator, I have not. I find myself very much embarrassed. Of course, I still feel that it is as reasonable and just as when it was asked before. What I have come to ask of you to-day is to restore to this appropriation not this list, every item of which I should like to ask for if it is in accordance with the proportional increases granted to other bureaus. If not, I should like to ask you to restore the one item of \$4,800 for temporary assistance in the District of Columbia which, as I can show, is absolutely essential in order to give us a clerical force which will enable us to do the work which we now have on hand. We have had a very large amount of emergency work thrust upon us, we are many months behind in the statistical work. Field work which came in months ago must wait before we can prepare it for the press, and we have been obliged to place employees on our lump-sum roll and thus get extra clerical service into the office from the civil-service list, in order to get absolutely necessary help in the office staff, and we hope that you will be willing to restore that one item of \$4,800 for temporary assistance in the District of Columbia, as an especially needed help, in view of the refusal of the House to give us the additional positions requested. I have not ventured to ask you to give us the whole bill and restore all that we asked in the House. I have mentioned facts to show the effective cooperation now existing between this bureau and others, because I thought it might have a bearing in your minds upon what I desire to ask.

I do not wish to burden you with details.

Senator OVERMAN. How much did you have in the lump sum last year?

Miss LATHROP. \$58,000.

Senator OVERMAN. That was all the lump sum?

Miss LATHROP. Yes.

Senator OVERMAN. These are the persons paid under the lump sum?

Miss LATHROP. Yes.

Senator OVERMAN. Now, could you not submit to us an estimate on which you would get these persons paid directly instead of from a lump sum?

Miss LATHROP. I would be very glad indeed to do that. We were confronted with an emergency this year. That is what we did submit to the House, and what was refused by the House.

Senator OVERMAN. I notice here "Bird, Francis H., \$8 pd. wae." What does "wae" mean?

Miss LATHROP. When actually employed.

Senator OVERMAN. That means \$8 a day and expenses?

Miss LATHROP. He is a man whom we have secured to finish some reports.

Senator OVERMAN. I have no doubt you employ good men. What I wanted to know was whether you paid them this \$8 a day——

Miss LATHROP. That is \$8 a day when actually employed.

Senator OVERMAN. Does that per diem include his expenses?

Miss LATHROP. Yes.

Senator OVERMAN. This small list of people you have given me does not cover that whole appropriation of \$58,000?

Miss LATHROP. It includes all the people we have on our lump-sum roll.

Senator OVERMAN. How did you spend that lump sum?

Miss LATHROP. We spent that lump sum for travel, for subsistence of agents in the field, and so on. This list shows only the persons paid salaries out of the lump-sum appropriation.

Senator OVERMAN. This does not cover the whole lump-sum appropriation?

Miss LATHROP. We have no lump sum in the sense in which the Bureau of Labor Statistics had a lump sum for temporary assistance in the District, you understand, Mr. Senator.

Senator OVERMAN. Does this cover the whole \$58,000 that was appropriated in the lump sum?

Miss LATHROP. No, sir; that \$58,000 means everything for which we pay, transportation and everything, under the head of contingent expenses.

Senator OVERMAN. It includes the transportation of these people you mention in this list?

Miss LATHROP. Transportation for all our staff is paid out of that \$58,000, and out of the salvages on that \$58,000 we have been able to hire these people.

The CHAIRMAN. Now, could you not furnish us a list of the names and salaries, and just exactly an account of how that \$58,000 went?

Miss LATHROP. All of it that has gone for salaries we have shown in that list.

The CHAIRMAN. You paid out that entire \$58,000 in salaries?

Miss LATHROP. Oh, no, sir.

The CHAIRMAN. That is what I understood you to say.

Miss LATHROP. No, sir.

Senator OVERMAN. Francis H. Bird was paid \$8 a day when actually employed, and the period of his appointment is stated to be, "Not to exceed three months." Did you reappoint him?

Miss LATHROP. He has just been appointed to finish out some reports.

Senator OVERMAN. When you make an appointment for a certain number of months, would you reappoint that person?

Miss LATHROP. If the work was not done, temporarily.

Senator OVERMAN. Then, here is "Dismorr, Margaret S.; expert; \$8." What does she do?

Miss LATHROP. She is an industrial expert. She had had experience in the Bureau of Labor Statistics. She is making some studies in Boston in connection with an inquiry as to the employment of children, and she is doing some special work for us.

Senator OVERMAN. Does that require an expert to find out about the employment of children?

Miss LATHROP. In the way in which she is doing it, it does; yes, sir.

The CHAIRMAN. The House gave you \$58,000 in the contingent fund?

Miss LATHROP. Yes.

The CHAIRMAN. And you wanted more?

Miss LATHROP. We want \$4,800 in addition to hire temporary assistance in the District of Columbia.

The CHAIRMAN. We understand that. What else is there?

Miss LATHROP. That is all I am asking, sir.

Senator OVERMAN. What does "pa" mean?

Miss LATHROP. Per annum.

Mr. WATSON. You understand that \$58,000 is for the entire overhead expenses of the whole bureau.

The CHAIRMAN. What we ought to have is an account showing just how that \$58,000 was expended, to whom it was paid, and at what rates; who was employed, and the rate of pay and the amount of pay they received.

Miss LATHROP. Mr. Senator, pardon me, but we have shown everybody that we paid out of that sum. Every salary that has been paid out of it is shown there exactly as I understood your clerk to say that you desired.

The CHAIRMAN. Not on this paper.

Miss LATHROP. But out of that \$58,000 we paid every contingent expense of the bureau.

The CHAIRMAN. That is what we would like to have seen.

Miss LATHROP. We can easily furnish that, but that was not what the clerk indicated to me you desired; otherwise I would have furnished it.

Mr. WATSON. That comprises railroad transportation, railroad vouchers, telegraphing, and all the incidental, overhead expense.

The CHAIRMAN. That is exactly what we would like to have seen.

(The statement requested was subsequently submitted and is here printed in full, as follows:)

GENERAL EXPENSES, CHILDREN'S BUREAU.

UNITED STATES DEPARTMENT OF LABOR,  
CHILDREN'S BUREAU,  
Washington, March 22, 1916.

Hon. THOMAS S. MARTIN,  
United States Senate.

MY DEAR MR. SENATOR; I submit herewith on behalf of the Children's Bureau the detailed memorandum as to the expenditure of the appropriation for general expenses, Children's Bureau, for the fiscal year 1916, through February.

Hoping that this contains the data desired by the committee, I am.

Yours, very respectfully,

JULIA C. LATHROP, Chief.

EXPENDITURES FOR FIRST EIGHT MONTHS OF PRESENT FISCAL YEAR.

All objects.....	\$29,891.47
Subsistence and traveling expenses of officers, special agents, and other employees.....	20,785.36
Employment of experts and temporary assistants.....	<sup>1</sup> 6,928.28
Interpreters.....	444.23
Reports and materials.....	1,367.28
Books of reference, reprints, and clippings.....	366.34

The field expenditures necessary for the coming four months on the present basis of operation and the cost of certain pieces of important special work of immediate urgency will absorb the balance of the appropriation for general expenses available up to July 1, 1916. On this date the agents transferred from the statutory roll to the lump-sum roll will return to their original positions, and the appointments of the temporary clerical employees in the District of Columbia now occupying statutory positions will expire by limitation.

The need for temporary assistance in the District of Columbia for the fiscal year 1917 can under no circumstances be met from an appropriation for general expenses of the same amount allowed for 1916. I therefore beg to request the restoration to the bill of the item of \$4,800 for temporary statistical clerks and stenographers in the District of Columbia, to be selected from the civil-service registers and to be paid at the rate of not exceeding \$100 per month, the same person to be employed for not more than six consecutive months, as shown in our original estimate for 1917.

City.	Investigation.	Em- ployees.	Position.	Rate of compensa- tion (per day when actually employed).	Total cost.
Manchester.....	Infant mortality..	1	Special agent <sup>2</sup> .....	\$8.00	\$96.00
Waterbury.....	do.....	1	Expert <sup>3</sup> .....	8.00	24.00
Do.....	do.....	1	Stenographer and typewriter. <sup>4</sup>	3.00	186.00
Akron.....	do.....	1	do. <sup>5</sup> .....	2.75	242.85
Do.....	do.....	1	Clerk <sup>6</sup> .....	3.00	318.00

<sup>1</sup> The following analysis is presented relative to the employment of experts and temporary assistants in connection with the various investigations conducted by this bureau during the present fiscal year, as directed by the Senate Committee on Appropriations.

<sup>2</sup> Appointed under departmental authority of July 6, 1915, for a period not to exceed 30 working days.

<sup>3</sup> Appointed under departmental authority of Apr. 19, 1915, for a period not to exceed 1 month; extended May 19, 1915, until close of July 3, 1915.

<sup>4</sup> Appointed under departmental authority of Apr. 12 and 14, 1915, for a period not to exceed 3 months; extended July 26, 1915, for a period not to exceed 3 months. Selected outside the civil-service register in the absence of eligibles, with authority of the acting secretary of the first civil-service district, Boston.

<sup>5</sup> Appointed under departmental authority of Mar. 16, 1915, for a period not to exceed 3 months; extended July 7, 1915, for a period not to exceed 3 months. Selected outside the civil-service register in the absence of eligibles, with the authority of the secretary of the sixth civil-service district, Cincinnati.

<sup>6</sup> Appointed under departmental authority of May 12, 1915, for a period not to exceed 6 months. Selected outside the civil-service register in the absence of eligibles, with the authority of the secretary of the sixth civil-service district, Cincinnati.

City.	Investigation.	Em- ployees.	Position.	Rate of compensa- tion (per day when actually employed).	Total cost.
Boston.....	Illegitimacy.....	1	Clerk <sup>1</sup> .....	\$3.50	\$273.00
Do.....	do.....	1	do. <sup>1</sup> .....	4.50	544.50
Do.....	do.....	2	Stenographer and typewriter. <sup>2</sup>	3.00	151.00
Do.....	Child labor.....	10	Copyists <sup>3</sup> .....	3.00	862.50
Do.....	do.....	5	do. <sup>4</sup> .....	*.50	266.75
Do.....	do.....	2	Clerks <sup>5</sup> .....	3.50	145.25
Do.....	do.....	4	do. <sup>5</sup> .....	4.00	394.00
Do.....	do.....	1	Expert <sup>6</sup> .....	8.00	384.00
Do.....	do.....	1	Special agent <sup>7</sup> .....	8.00	376.00
Wilmington.....	Infant mortality, illegitimacy, fee- ble-mindedness.	1	do. <sup>8</sup> .....	6.00	666.00
Baltimore.....	Infant mortality..	12	Clerks <sup>9</sup> .....	3.00	1,068.00
Do.....	do.....	2	Stenographer and typewriter. <sup>10</sup>	3.00	357.00
Do.....	do.....	1	Special agent <sup>7</sup> .....	4.00	133.72
Do.....	do.....	5	Special agents <sup>11</sup> .....	†1,200.00	363.34
Do.....	do.....	1	Clerk <sup>11</sup> .....	†1,400.00	58.33
Various cities.....	Birth registration test.	8	Special agents <sup>12</sup> .....	†1.00	4.12
Emergency stenographic as- sistance in the field (not regularly appointed).					4.90
Total.....					6,928.26

<sup>1</sup> Appointed by selection from civil-service certificate No. 248 for a period not to exceed 3 months: effective July 6, 1915; extended Oct. 6, 1915, for a period not to exceed 3 months at increased compensation of \$4.50 per day; further extended Jan. 6, 1916, for a period not to exceed 3 months. This employee has been particularly valuable to the bureau, as she has done practically independent work and has proved very reliable and painstaking, and her knowledge of Boston agencies and local conditions have been of very great assistance. The extensions were requested in order that she might complete the work upon which she was originally engaged, and it was obviously an economical arrangement, as the investigation would have suffered much if she had relinquished her work.

<sup>2</sup> Appointed under departmental authority of Jan. 7, 1916, from civil-service certificate No. 1534 for a period not to exceed 3 months, and under departmental authority of Feb. 3, 1916, from civil-service certificate No. 1554 for a period not to exceed 1 month—both issued by the secretary of the first civil-service district, Boston.

<sup>3</sup> Appointed under departmental authority of Aug. 14, 1915, from civil-service register for eligibles issued by the secretary of the first civil-service district, Boston, for a period not to exceed 2 months.

<sup>4</sup> Appointed under departmental authority of Aug. 21, 1915, from civil-service register for eligibles issued by the secretary of the first civil-service district, Boston, for a period not longer than the close of Sept. 15, 1915.

<sup>5</sup> Appointed under departmental authority of Aug. 21, 1915, for a period not to exceed one month. Selections made outside the civil service register in the absence of eligibles, under authority of the secretary of the first civil-service district, Boston. These persons were employed in the tabulation of certain data regarding accidents to working children which are on file in the office of the industrial accident board of Massachusetts at Boston. They all had exceptional qualifications on account of previous experience in this office.

<sup>6</sup> Appointed under civil-service section 4, Rule VIII, for a period not to exceed three months, effective Jan. 3, 1916, under authority of Dec. 20, 1915. This approval was given in view of the requirements of the work, and the exceptional qualifications of the employee for discharging the duties of the position, as she was better qualified than any person on the register for special agents and research assistants maintained for the Children's Bureau.

<sup>7</sup> In accordance with departmental authority of Jan. 8, 1916, this employee was assigned, through temporary transfer and promotion, from special agent at \$4 per diem, when actually employed, at Baltimore, Md., to duty at Boston, Mass., at \$8 per day, for a period not to exceed six months, being transferred from the regular statutory roll of the Children's Bureau.

<sup>8</sup> Appointed by selection from civil-service certificate No. 280 for a period not to exceed three months, effective Oct. 7, 1915; extended Jan. 11, 1916, for a period not to exceed three months.

<sup>9</sup> Appointed under departmental authority of Oct. 14, 1915, for a period not to exceed one month. Selections made as follows: One clerk, typewriter, from civil service certificate No. 1640; six clerks from civil-service certificate No. 1611; five clerks appointed outside the register in the absence of eligibles; all appointments issued under the authority of the secretary of the fourth civil service district, Washington, D. C.

<sup>10</sup> Appointed under departmental authority of Dec. 11, 1915, for a period not to exceed three months. Selections made from civil service certificate Nos. 1723 and 1760, issued by the secretary of the fourth civil service district, Washington, D. C.

<sup>11</sup> Appointed under departmental authority of Jan. 28, 1916 and Feb. 12, 1916. These employees were transferred from the statutory roll to the lump-sum roll for a period not longer than close of June 30, 1916, to enable the bureau to appoint by certification eligibles qualified as stenographers and typewriters to meet an urgent and unexpected demand for additional assistance of this character.

<sup>12</sup> Appointed under departmental authority of Nov. 24, 1914, in accordance with provisions of Schedule A, subdivision 1, section 6, civil service rules, for a period not to exceed one year. Part of remuneration chargeable to appropriation for 1915.

\* Per hour.

† Per annum.

Senator OVERMAN. Do you not pay your agents more than other departments pay theirs; \$8 a day?

Miss LATHROP. No, sir; I think not. At any rate, we do not pay quite as much as those agents could get on the outside.

Senator OVERMAN. I know special agents of the Internal Revenue Department get, I think, at the highest \$6 a day; those engaged in collecting the income tax.

Miss LATHROP. I only know about the people that we have to employ. They are people of college education and of special training in addition.

Senator OVERMAN. They employ the best character of bankers, you know, to investigate the income tax, and I think they pay only \$6 a day.

The CHAIRMAN. Is there anything else?

Miss LATHROP. No, sir.

The CHAIRMAN. We think we understand that.

(The list submitted by Miss Lathrop is here printed in full, as follows:)

*Employees paid from the appropriation "General expenses, Children's Bureau, 1916."*

Name and designation.	Legal residence.	Salary.	Station.	Period of appointment.	Appointment expires by limitation.
Brd, Francis H., expert.	Wisconsin.....	<sup>1</sup> \$8.00	Baltimore...	Not to exceed 3 months.	June 2, 1916
Cromer, Grace H., clerk..	Maryland.....	<sup>1</sup> 3.00	.....do.....	.....do.....	June 16, 1916
Dismorr, Margaret S., expert.	Massachusetts....	<sup>1</sup> 8.00	Boston.....	.....do.....	Apr. 2, 1916
Gannett, Alice P., special agent.	New York.....	<sup>2</sup> 1,200.00	.....do.....	Not longer than close of June 30, 1916.	June 30, 1916
Hughes, Elizabeth A., special agent. <sup>2</sup>	Illinois.....	<sup>2</sup> 1,200.00	Chicago.....	Not to exceed 2 months.	Mar. 28, 1916
Johnson, William B., messenger. <sup>4</sup>	Virginia.....	<sup>2</sup> 840.00	Baltimore...	Not to exceed 3 months.	June 8, 1916
Mole, Olive L., clerk.....	Maryland.....	<sup>1</sup> 3.00	.....do.....	.....do.....	June 9, 1916
Moyer, Carrie V., clerk...	Massachusetts....	<sup>1</sup> 3.00	Boston.....	.....do.....	Apr. 16, 1916
Philbrook, Etta F., special agent. <sup>2</sup>	.....do.....	<sup>2</sup> 1,200.00	.....do.....	Not longer than close of June 30, 1916.	June 30, 1916
Quander, Nellie M., special agent.	District of Columbia.	<sup>1</sup> 6.00	Wilmington.	Not to exceed 3 months.	Apr. 10, 1916
Rankin, Mildred, special agent. <sup>2</sup>	Maryland.....	<sup>2</sup> 1,200.00	Boston.....	Not longer than close of June 30, 1916.	June 30, 1916
Rosenberg, Rena, clerk <sup>2</sup> .	.....do.....	<sup>2</sup> 1,400.00	Baltimore...	.....do.....	Do.
Sinclair, Charles M., copyist.	.....do.....	( <sup>6</sup> )	.....do.....	Not to exceed 1 year.	Jan. 10, 1917
Vogt, Sophia A., special agent.	District of Columbia.	<sup>1</sup> 8.00	Boston.....	Not to exceed 6 months.	July 9, 1916
Wheeler, Elizabeth A., special agent.	Massachusetts....	<sup>1</sup> 4.50	.....do.....	Not to exceed 3 months.	Apr. 5, 1916
Wilson, Helen L., special agent. <sup>2</sup>	Illinois.....	<sup>2</sup> 1,200.00	Chicago.....	Not to exceed 2 months.	Mar. 28, 1916

<sup>1</sup> Per day when actually employed.

<sup>2</sup> Temporarily paid from lump-sum roll—to be subsequently retransferred to statutory roll.

<sup>3</sup> Per annum.

<sup>4</sup> Temporarily transferred to lump-sum roll, and granted leave without pay on account of personal illness.

<sup>5</sup> Not to exceed \$100 per annum.



*Temporary employees in the Children's Bureau whose appointments will terminate upon the retransfer to the statutory roll of certain permanent employees who are now paid from the lump-sum roll.*

Name.	Designation.	Salary (per annum).	Legal residence.
Beall, Russell.....	Clerk.....	\$1,000	West Virginia.
Fouts, Ruth M.....	.....do.....	1,000	District of Columbia.
Meyer, Grace E.....	.....do.....	1,000	Do.
Pitney, Ethel D.....	.....do.....	1,000	Do.
Towles, Caroline G.....	.....do.....	1,000	Do.
Zupnik, William.....	.....do.....	1,000	Do.

NOTE.—The above named persons were selected for appointment from certificates of eligibles furnished by the United States Civil Service Commission.

BUREAU OF IMMIGRATION.

ADDITIONAL CLERKS.

Mr. PARKER. Mr. Chairman, the Commissioner General of Immigration, Mr. Caminetti, expected to be here to-day to represent the Bureau of Immigration, but was called into the Secretary's office on an important consultation and at the last minute asked me to appear here and to direct the attention of the committee to the statement that he made before the subcommittee of the House Committee on Appropriations, pages 1038 to 1045 of the report of the hearings of the subcommittee which had this bill in charge in the House; and in addition to that he wanted me to read into the record a letter which followed this statement of his and was addressed to the chairman of the subcommittee, Mr. Byrns, but in some way miscarried in the mail and did not reach Mr. Byrns in time to be included in the statement. That letter is necessary to a clear understanding of what Mr. Caminetti had stated orally before the committee, and he thought that before you gentlemen could fully understand the reasons that the Bureau of Immigration had in asking for this increase of nine clerks you should have that letter. So I will read that now, with your permission. This did not get into the House hearings.

(So much of the letter as is essential is as follows:)

In reading over the transcript it occurs to me that there may be some confusion in the minds of the members of the subcommittee with respect to the matter of details from this bureau to the office of the Secretary. "Mr. Gompers's division," to which I alluded several times in the course of my remarks, is the division of publications and supplies of the Secretary's office. When the work of the division of information of the Bureau of Immigration was broadened about a year ago so as to convert that branch of the bureau into a real division of employment, a great deal of work of a kind that under the rules of the department has to be performed in the division of publications and supplies became necessary. This work consisted of the getting out of circulars and blank forms, etc., for use in the employment service, and in addressing and mailing much of this material to various places throughout the country. With this large increase in the work of his division, Mr. Gompers found himself unable to meet the demands upon his division, which has to serve not only the Secretary's office but each bureau of the department in the matter of supplies and publications. It not being possible under the the law to bring anyone in the field service to the department at Washington, it was necessary to detail clerks from time to time from the bureau proper to Mr. Gompers's office, else the organizing and carrying on of the division of employment could not have been accomplished at all. Of course, as I endeavored to make plain before the subcommittee, if the Secretary's office were supplied with clerks to take the place of those whom it is necessary to detail to that

office from this bureau, the bureau's estimate for additional force could be reduced correspondingly.

Please pardon the length of this communication, but I feel it is important that neither you nor any other member of the subcommittee shall misunderstand the bureau's request for increase of force, or fail to appreciate the weight of the reasons by which the bureau has been impelled in making the request.

Mr. PARKER. That is all I have to present, Mr. Chairman, unless there is some question the committee wishes to ask.

#### BUREAU OF NATURALIZATION.

The CHAIRMAN. What is the next matter?

#### INCREASE OF SALARIES.

Mr. CRIST. Mr. Chairman, the estimate asked for is an increase of but one position to the Bureau of Naturalization. There is an increase asked for the commissioner and the deputy commissioner.

Senator OVERMAN. What do they get now?

Mr. CRIST. The commissioner gets \$4,000 a year. The increase is asked so as to give him the same salary as the heads of the other bureaus of the department, all of whom receive \$5,000 each. The Deputy Commissioner of Naturalization receives \$3,250 and the estimates ask for \$3,500.

Senator SMOOT. And you want a chief clerk at \$2,500?

#### CHIEF CLERK.

Mr. CRIST. A chief clerk at \$2,500 is the only addition to the personnel. The bureau has during the past year secured the cooperation of the public schools in 45 States of the Union. I am not going to repeat anything that was stated before the House committee. You will find in detail what was reported there on that point. At that time there were 565 cities and towns the public schools of which were working with us. To-day there are 635 cities and towns whose public schools are working with us. Their number has been increasing at the rate of over 100 a month. We are having them open night schools for foreigners, and the test of the value of this is found in the increased number of schools that are opening each month. This has added a great deal to the demands upon the bureau, and we have accomplished it by remodernizing a modern office filing system and cutting it down to hardpan.

Senator OVERMAN. I admit the value of that work, and I think it is a good work; but is your bureau required to do that kind of work?

Mr. CRIST. Yes; our bureau is required by law to do that kind of work. We are the only bureau of the Government of the United States that has authority to do that. The law gives the Bureau of Naturalization authority over all matters concerning the naturalization of aliens. Aliens are coming in to citizenship at the rate of 200,000 a year. Seventy-five per cent of them fall below an intelligent understanding of citizenship responsibility, and we are not to permit them to come in unless we can put them into such shape mentally that when they come before the courts for admission to citizenship the courts will recognize a higher standard and refuse to give citizenship to those who can not understand English.

Senator OVERMAN. You educate them to become naturalized?

Mr. CRIST. Yes; with the view of bettering the citizenship of this country.

Senator OVERMAN. Of course, that will better it; but the purpose is to get them naturalized?

Mr. CRIST. When an alien declares his intention, we endeavor to get him to go to school. He then comes within the province of the Bureau of Naturalization, and there are about 500,000 men and women both annually who come forward for citizenship, either to take out their first papers or their second papers. This number includes both classes.

The CHAIRMAN. You want a new chief clerk, at \$2,500, and an increase for the commissioner and deputy commissioner. That is what you ask for?

Mr. CRIST. Yes.

The CHAIRMAN. I think we understand it. Is there anything else?

Senator OVERMAN. I want to ask a question out of curiosity—

Mr. CRIST. I will submit a list to show you the cities and towns where this work is going on.

The CHAIRMAN. Very well.

(The list referred to is here printed in full, as follows:)

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated.*

[U. S. Department of Labor, Bureau of Naturalization, Washington.]

State and city.	County.	Num-ber of rec-ords.	Total pop-ulation, 1910.	Foreign-born white popu-lation, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara-tions.	Petitions.
<i>Alabama (31).</i>						
Birmingham .....	Jefferson .....	31	132,685	5,700	145	62
<i>Arizona (19).</i>						
Bisbee .....	Cochise .....	19	9,019	3,474	491	101
<i>California (564<sup>2</sup>).</i>						
Alameda .....	Alameda .....	32	23,383	5,555	681	356
Berkeley .....	do .....	58	40,434	7,653	( <sup>2</sup> )	( <sup>2</sup> )
Colma .....	San Mateo .....	4	( <sup>3</sup> )	( <sup>3</sup> )	98	66
Eureka .....	Humboldt .....		11,845	3,600	119	75
Fresno .....	Fresno .....	85	24,892	5,445	210	120
Hollister .....	San Benito .....	14	2,308	( <sup>3</sup> )	22	14
Los Angeles .....	Los Angeles .....	1,195	319,198	60,584	1,691	939
Napa .....	Napa .....	22	5,791	1,112	38	16
Oakland .....	Alameda .....	432	150,174	36,822	( <sup>2</sup> )	( <sup>2</sup> )
Ontario <sup>3,4</sup> .....	San Bernardino .....	7	4,274	581	63	53
Pomona .....	Los Angeles .....	2	10,207	882	( <sup>6</sup> )	( <sup>6</sup> )
Redwood City .....	San Mateo .....	6	2,442	( <sup>3</sup> )	( <sup>7</sup> )	( <sup>7</sup> )
Riverside .....	Riverside .....	7	15,212	2,166	59	14
Sacramento .....	Sacramento .....	152	44,696	8,885	339	148
San Diego .....	San Diego .....	63	39,578	7,366	220	98
San Francisco .....	San Francisco .....	3,342	416,912	130,874	3,875	1,966
San Jose .....	Santa Clara .....	62	28,946	5,817	134	64
San Mateo .....	San Mateo .....	9	4,384	1,031	( <sup>7</sup> )	( <sup>7</sup> )
San Pedro .....	Los Angeles .....		( <sup>3</sup> )	( <sup>3</sup> )	( <sup>6</sup> )	( <sup>6</sup> )

<sup>1</sup> Figures are for entire county.

<sup>2</sup> See Alameda.

<sup>3</sup> Figures not available.

<sup>4</sup> Including Alta Loma, Chino, Etiwanda, Guasti, Cucamonga, and Upland.

<sup>5</sup> Added after compilation of list.

<sup>6</sup> See Los Angeles.

<sup>7</sup> See Colma.

List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara- tions.	Petitions.
<i>California (5642)—Contd.</i>						
San Rafael.....	Marin.....	32	5,934	1,747	58	32
Santa Ana.....	Orange.....	16	8,429	884	63	22
Santa Barbara.....	Santa Barbara.....	51	11,659	1,793	85	33
Santa Cruz.....	Santa Cruz.....	28	11,146	1,959	57	36
Santa Monica.....	Los Angeles.....	27	7,847	1,248	( <sup>2</sup> )	( <sup>2</sup> )
Sawtelle.....	do.....		2,143	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
The Palms.....	do.....		250	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Venice.....	do.....	6	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Red Bluff <sup>4</sup> .....						
Redding <sup>4</sup> .....						
Redlands <sup>4</sup> .....						
<i>Colorado (329).</i>						
Denver.....	Denver.....	267	213,381	38,941	531	269
Pueblo.....	Pueblo.....	62	44,395	8,331	128	59
<i>Connecticut (2285).</i>						
Ansonia.....	New Haven.....	48	15,152	5,711	1,155	494
Avon.....	Hartford.....	2	1,337	( <sup>2</sup> )	1,164	495
Bridgeport.....	Fairfield.....	573	102,054	36,180	911	419
Bristol.....	Hartford.....	19	13,502	3,982	( <sup>6</sup> )	( <sup>6</sup> )
Chester.....	Middlesex.....	1	1,419	( <sup>2</sup> )	113	40
Danbury.....	Fairfield.....	28	23,502	5,529	( <sup>6</sup> )	( <sup>6</sup> )
Greenwich.....	do.....	18	16,463	5,080	( <sup>6</sup> )	( <sup>6</sup> )
Hartford.....	Hartford.....	427	98,915	31,243	( <sup>5</sup> )	( <sup>5</sup> )
Huntington.....	Fairfield.....		6,545	1,758	( <sup>6</sup> )	( <sup>6</sup> )
Manchester.....	Hartford.....	1	13,641	5,006	( <sup>6</sup> )	( <sup>6</sup> )
Meriden.....	New Haven.....	91	32,066	9,390	( <sup>7</sup> )	( <sup>7</sup> )
Middletown.....	Middlesex.....	24	20,749	6,398	( <sup>8</sup> )	( <sup>8</sup> )
Naugatuck.....	New Haven.....	13	12,732	4,282	( <sup>7</sup> )	( <sup>7</sup> )
New Britain.....	Hartford.....	154	43,916	18,015	( <sup>6</sup> )	( <sup>6</sup> )
New Haven.....	New Haven.....	446	133,605	42,784	( <sup>7</sup> )	( <sup>7</sup> )
New London.....	New London.....	45	19,659	4,561	226	114
Norwich.....	do.....	36	28,219	8,405	( <sup>9</sup> )	( <sup>9</sup> )
Putnam.....	Windham.....	2	7,280	1,780	118	48
Rockville.....	Tolland.....	11	7,977	2,764	45	40
Southington.....	Hartford.....	2	6,516	1,734	( <sup>6</sup> )	( <sup>6</sup> )
South Manchester.....	do.....	30	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Stamford.....	Fairfield.....	113	28,836	8,872	( <sup>6</sup> )	( <sup>6</sup> )
Suffield.....	Hartford.....	1	3,841	874	( <sup>6</sup> )	( <sup>6</sup> )
Thomsonville.....	do.....	5	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>6</sup> )	( <sup>6</sup> )
Torrington.....	Litchfield.....	1	16,840	6,064	121	74
Wallingford.....	New Haven.....	17	11,155	3,302	( <sup>7</sup> )	( <sup>7</sup> )
Waterbury.....	do.....	177	73,141	25,498	( <sup>7</sup> )	( <sup>7</sup> )
<i>Delaware (132).</i>						
Wilmington.....	New Castle.....	132	87,411	13,678	225	103
<i>District of Columbia (341).</i>						
Washington.....		341	331,069	24,351	385	225
<i>Florida (104).</i>						
Jacksonville.....	Duval.....	58	57,699	2,488	92	46
St. Augustine.....	St. John.....	4	5,494	256	( <sup>2</sup> )	( <sup>2</sup> )
Tampa.....	Hillsboro.....	42	37,762	9,896	99	39
West Tampa.....	do.....		8,258	4,357	( <sup>10</sup> )	( <sup>10</sup> )

<sup>1</sup> Figures are for entire county.  
<sup>2</sup> See Los Angeles.  
<sup>3</sup> Figures not available.  
<sup>4</sup> Including Alta Loma, Chino, Etiwanda, Guasti, Cncamonga, and Upland.  
<sup>5</sup> See Avon.  
<sup>6</sup> See Bridgeport.  
<sup>7</sup> See Ansonia.  
<sup>8</sup> See Chester.  
<sup>9</sup> See New London.  
<sup>10</sup> See Tampa.

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915	
					Declara- tions.	Petitions.
Georgia (55).						
Atlanta.....	Fulton.....	55	154,839	4,410	91	7
Idaho (4).						
Boise.....	Ada.....	4	17,358	2,283	94	2
Illinois (16546).						
Aurora.....	Kane.....	92	29,807	6,702	<sup>1</sup> 107	54
Batavia.....	do.....	15	4,436	1,256	312	12
Berwyn.....	Cook.....	16	5,841	1,570	( <sup>2</sup> )	( <sup>2</sup> )
Blue Island.....	do.....		8,043	1,903	( <sup>2</sup> )	( <sup>2</sup> )
Cairo.....	Alexander.....	2	14,548	540	5	4
Carlinville.....	Macoupin.....		3,616	358	190	94
Chicago.....	Cook.....	15,034	2,185,383	781,217	18,433	8,524
Chicago Heights.....	do.....	65	14,525	6,077	<sup>1</sup> 190	<sup>1</sup> 52
Cicero.....	do.....	55	14,557	6,072	( <sup>2</sup> )	( <sup>2</sup> )
DeKalb.....	Dekalb.....	3	8,103	2,584	116	44
East St. Louis.....	St. Clair.....	184	58,547	9,400	<sup>1</sup> 150	<sup>1</sup> 51
Glencoe.....	Cook.....	5	1,999	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Granite City.....	Madison.....	22	9,903	2,784	<sup>1</sup> 71	<sup>1</sup> 14
Herrin.....	Williamson.....		6,861	1,080	156	23
Highland Park.....	Lake.....	8	4,209	864	369	163
Joliet.....	Will.....	148	34,670	10,441	285	92
Kewanee.....	Henry.....	72	9,207	2,186	<sup>1</sup> 55	<sup>1</sup> 25
La Salle.....	La salle.....	12	11,537	3,442	317	111
Maywood.....	Cook.....	37	8,033	2,053	( <sup>2</sup> )	( <sup>2</sup> )
Melrose Park.....	do.....		4,806	2,294	( <sup>2</sup> )	( <sup>2</sup> )
Moline.....	Rock Island.....	38	34,199	7,211	( <sup>2</sup> )	( <sup>2</sup> )
Oak Park.....	Cook.....	9	19,444	3,325	( <sup>2</sup> )	( <sup>2</sup> )
Peoria.....	Peoria.....	100	66,950	8,810	288	87
Rockford.....	Winnebago.....	181	45,401	13,828	334	143
Rock Island.....	Rock Island.....	104	24,335	4,922	507	144
Springfield.....	Sangamon.....	126	16,090	3,356	281	67
Spring Valley.....	Bureau.....	80	7,035	2,992	<sup>1</sup> 85	<sup>1</sup> 47
Sycamore.....	Dekalb.....	11	3,926	686	( <sup>2</sup> )	( <sup>2</sup> )
Waukegan.....	Lake.....	122	16,069	5,624	( <sup>2</sup> )	( <sup>2</sup> )
Westville.....	Vermilion.....		2,607	1,253	95	29
Woodstock.....	McHenry.....	5	4,331	658	79	29
Indiana (422).						
Anderson.....	Madison.....	1	22,476	977	37	4
East Chicago.....	Lake.....	12	19,036	10,296	( <sup>2</sup> )	( <sup>2</sup> )
Elkhart.....	Elkhart.....	8	19,282	1,636	96	5
Fort Wayne.....	Allen.....	40	63,933	7,204	69	6
Gary.....	Lake.....	39	16,802	8,242	( <sup>2</sup> )	( <sup>2</sup> )
Hammond.....	do.....	53	30,925	5,553	964	271
Indianapolis.....	Marion.....	162	233,650	19,767	626	117
La Porte.....	La Porte.....	17	10,525	1,954	120	47
Logansport.....	Cass.....	6	19,050	1,405	96	11
Mishawaka.....	St. Joseph.....	5	11,896	1,803	( <sup>2</sup> )	( <sup>2</sup> )
Newport.....	Vermilion.....		732	( <sup>2</sup> )	202	9
Richmond.....	Wayne.....	3	22,324	1,173	65	1
South Bend.....	St. Joseph.....	65	53,684	13,420	626	24
Whiting.....	Lake.....	11	6,597	2,868	( <sup>2</sup> )	( <sup>2</sup> )
Iowa (630).						
Burlington.....	Des Moines.....	20	24,324	3,938	25	9
Cedar Falls.....	Black Hawk.....	1	5,012	753	47	14
Cedar Rapids.....	Linn.....	121	32,811	5,221	117	27
Centerville.....	Appanoose.....	14	6,936	697	56	24
Council Bluffs.....	Pottawatta.....	55	29,292	4,269	74	27
Davenport.....	Scott.....	49	43,028	8,101	111	33
Des Moines.....	Polk.....	139	86,368	10,395	202	53
Dubuque.....	Dubuque.....	43	38,494	6,299	37	11
Fort Dodge.....	Webster.....	24	15,543	2,188	76	4
Mason City.....	Cerro Gordo.....	37	11,230	1,508	92	17
Ottumwa.....	Wapello.....		23,012	1,745	19	11
Sioux City.....	Woodbury.....	127	47,828	10,452	149	29

<sup>1</sup> Figures are for entire county.

<sup>2</sup> Figures are for city.

<sup>3</sup> See Chicago.

<sup>4</sup> Figures not available.

<sup>5</sup> See Rock Island.

<sup>6</sup> See De Kalb.

<sup>7</sup> See Waukegan.

<sup>8</sup> See Hammond.

<sup>9</sup> See South Bend.

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num-ber of rec-ords.	Total pop-ulation, 1910.	Foreign-born white popu-lation, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara-tions.	Petitions.
<i>Kansas (141).</i>						
Kansas City.....	Wyandotte.....	110	82,331	10,344	211	50
Pittsburg.....	Crawford.....	6	14,755	1,137	136	55
Topeka.....	Shawnee.....	25	43,684	4,153	70	18
<i>Kentucky (94).</i>						
Louisville.....	Jefferson.....	94	223,928	17,436	119	65
Alexandria.....	Rapides.....	23	11,213	311	13	18
Lake Charles.....	Calcasieu.....	10	11,449	537	10	10
New Orleans.....	Orleans.....	380	339,075	27,686	393	266
<i>Maine (598).</i>						
Auburn.....	Androscoggin.....	13	15,064	2,574	77	78
Augusta.....	Kennebec.....	5	13,211	3,639	( <sup>2</sup> )	( <sup>2</sup> )
Bangor.....	Penobscot.....	40	24,803	4,280	84	51
Bath.....	Sagadahoc.....	4	9,396	1,315	32	22
Brunswick.....	Cumberland.....	1	6,621	1,539	( <sup>4</sup> )	( <sup>3</sup> )
Lewiston.....	Androscoggin.....	43	26,247	9,418	( <sup>4</sup> )	( <sup>4</sup> )
Lisbon.....	do.....	.....	4,116	988	( <sup>4</sup> )	( <sup>4</sup> )
Portland.....	Cumberland.....	165	58,571	12,078	391	151
Rumford.....	Oxford.....	1	6,777	2,634	96	43
Sandypoint.....	Waldo.....	2	( <sup>5</sup> )	( <sup>5</sup> )	3	8
Sanford.....	York.....	65	9,049	3,385	( <sup>5</sup> )	( <sup>5</sup> )
Skowhegan.....	Somerset.....	1	5,341	783	32	11
Waterville.....	Kennebec.....	57	11,458	2,688	56	36
Winthrop.....	do.....	1	2,114	( <sup>5</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
<i>Maryland (830).</i>						
Baltimore.....	.....	830	568,485	77,043	1,049	506
<i>Massachusetts (9,829).</i>						
Adams.....	Berkshire.....	12	13,026	5,097	300	185
Amherst.....	Hampshire.....	2	5,112	661	( <sup>6</sup> )	( <sup>6</sup> )
Arlington.....	Middlesex.....	1	11,187	2,758	( <sup>7</sup> )	( <sup>7</sup> )
Athol.....	Worcester.....	.....	8,536	1,638	( <sup>8</sup> )	( <sup>8</sup> )
Attleboro.....	Bristol.....	35	16,215	4,453	698	621
Belmont.....	Middlesex.....	1	5,542	1,572	( <sup>7</sup> )	( <sup>7</sup> )
Beverly.....	Essex.....	66	18,650	4,661	1,298	716
Boston.....	Suffolk.....	3,507	670,585	240,722	9,048	2,969
Bridgewater.....	Plymouth.....	8	7,688	2,317	( <sup>9</sup> )	( <sup>9</sup> )
Brockton.....	do.....	153	56,878	15,426	( <sup>9</sup> )	( <sup>9</sup> )
Brookline.....	Norfolk.....	56	27,792	8,345	190	85
Cambridge.....	Middlesex.....	305	104,839	34,608	( <sup>7</sup> )	( <sup>7</sup> )
Canton.....	Norfolk.....	2	4,797	1,156	( <sup>10</sup> )	( <sup>10</sup> )
Chelsea.....	Suffolk.....	234	32,452	13,748	( <sup>11</sup> )	( <sup>11</sup> )
Chicopee.....	Hampden.....	47	25,401	10,036	974	439
Clinton.....	Worcester.....	28	13,075	4,798	( <sup>8</sup> )	( <sup>8</sup> )
Cohasset.....	Norfolk.....	.....	2,585	520	( <sup>10</sup> )	( <sup>10</sup> )
Concord.....	Middlesex.....	.....	6,421	1,649	( <sup>7</sup> )	( <sup>7</sup> )
Dedham.....	Norfolk.....	3	9,284	2,718	( <sup>10</sup> )	( <sup>10</sup> )
Dudley.....	Worcester.....	9	4,267	1,579	( <sup>8</sup> )	( <sup>8</sup> )
Easthampton.....	Hampshire.....	10	8,524	3,077	151	84
East Weymouth.....	Norfolk.....	.....	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>10</sup> )	( <sup>10</sup> )
Everett.....	Middlesex.....	137	33,484	9,607	( <sup>7</sup> )	( <sup>7</sup> )
Fall River.....	Bristol.....	155	119,295	50,874	( <sup>12</sup> )	( <sup>12</sup> )
Fitchburg.....	Worcester.....	158	37,826	13,611	( <sup>8</sup> )	( <sup>8</sup> )
Framingham.....	Middlesex.....	25	12,948	3,156	191	164
Franklin.....	Norfolk.....	.....	5,641	1,504	( <sup>10</sup> )	( <sup>10</sup> )
Gardner.....	Worcester.....	43	14,699	5,312	( <sup>8</sup> )	( <sup>8</sup> )
Gloucester.....	Essex.....	24	24,398	7,484	( <sup>13</sup> )	( <sup>13</sup> )
Greenfield.....	Franklin.....	22	10,427	1,918	66	34

<sup>1</sup> Figures are for entire county.

<sup>2</sup> See Waterville.

<sup>3</sup> See Portland.

<sup>4</sup> See Auburn.

<sup>5</sup> Figures not available.

<sup>6</sup> See Easthampton.

<sup>7</sup> See Framingham.

<sup>8</sup> See Worcester.

<sup>9</sup> See Plymouth.

<sup>10</sup> See Brookline.

<sup>11</sup> See Boston.

<sup>12</sup> See Attleboro.

<sup>13</sup> See Beverly.



*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915.	
					Declara- tions.	Petitions.
Massachusetts (9,229)— Continued.						
Hanover.....	Plymouth.....		2,326	(2)	(3)	(3)
Haverhill.....	Essex.....	137	44,116	11,153	(4)	(3)
Hingham.....	Plymouth.....	4	4,065	943	(3)	(3)
Holvoke.....	Hampden.....	127	57,730	23,238	(3)	(3)
Hudson.....	Middlesex.....	15	6,743	1,790	(3)	(3)
Ipswich.....	Essex.....	9	5,777	2,251	(3)	(3)
Lawrence.....	do.....	373	85,892	41,319	(4)	(3)
Leominster.....	Worcester.....	34	17,580	4,875	(3)	(3)
Lowell.....	Middlesex.....	205	106,294	43,457	(3)	(3)
Lynn.....	Essex.....	282	89,336	27,344	(4)	(3)
Malden.....	Middlesex.....	111	44,404	13,430	(3)	(3)
Marlboro.....	do.....	10	14,579	3,344	(3)	(3)
Medford.....	do.....	64	23,150	5,126	(3)	(3)
Melrose.....	do.....		15,715	3,091	(3)	(3)
Methuen.....	Essex.....	62	11,448	4,501	(3)	(3)
Milford.....	Worcester.....	18	13,055	4,331	(3)	(3)
Montague.....	Franklin.....	8	6,866	1,936	(3)	(3)
Natick.....	Middlesex.....	13	9,866	1,997	(3)	(3)
Nearham.....	Norfolk.....	14	5,026	1,584	(3)	(3)
New Bedford.....	Bristol.....	559	96,652	42,625	(16)	(3)
Newburyport.....	Essex.....	14	14,949	3,007	(4)	(3)
Newtown.....	Middlesex.....	41	39,806	11,191	(3)	(3)
North Adams.....	Berkshire.....	19	22,019	6,046	(11)	(3)
Northampton.....	Hampshire.....	34	19,431	4,890	(12)	(3)
North Attleboro.....	Bristol.....	7	9,562	2,490	(18)	(3)
Northbridge.....	Worcester.....	10	8,807	3,560	(3)	(3)
North Brookfield.....	do.....		3,075	572	(3)	(3)
North Easton.....	Bristol.....		(3)	(2)	(16)	(3)
Norwood.....	Norfolk.....	28	8,014	2,555	(3)	(3)
Oak Bluffs.....	Dukes.....	10	1,084	(2)	7	(3)
Palmer.....	Hampden.....	60	8,610	3,074	(3)	(3)
Peabody.....	Essex.....	41	15,721	5,341	(4)	(3)
Pittsfield.....	Berkshire.....	89	32,121	6,744	(11)	(11)
Plymouth.....	Plymouth.....	17	12,141	3,722	278	132
Quincy.....	Norfolk.....	113	32,642	10,875	(3)	(3)
Revere.....	Suffolk.....	72	18,219	5,331	(12)	(3)
Salem.....	Essex.....	180	43,697	13,539	(4)	(3)
Somerville.....	Middlesex.....	204	77,236	20,751	(3)	(3)
Southbridge.....	Worcester.....	35	12,592	4,315	(3)	(3)
Springfield.....	Hampden.....	210	88,926	22,999	(3)	(3)
Stonham.....	Middlesex.....	13	7,090	1,362	(3)	(3)
Stoughton.....	Norfolk.....	13	6,316	1,439	(3)	(3)
Taunton.....	Bristol.....	54	34,259	9,779	(16)	(3)
Wakefield.....	Middlesex.....	24	11,404	3,128	(3)	(3)
Waltham.....	do.....	101	37,834	7,693	(3)	(3)
Walpole.....	Norfolk.....		4,892	1,306	(3)	(3)
Watertown.....	Middlesex.....	28	12,875	4,057	(3)	(3)
Webster.....	Worcester.....	39	11,509	4,096	(3)	(3)
Wellesley.....	Norfolk.....	3	5,413	1,559	(3)	(3)
Westfield.....	Hampden.....	15	16,044	4,401	(3)	(3)
West Springfield.....	do.....	13	9,224	2,100	(3)	(3)
Whitman.....	Plymouth.....	6	7,292	1,108	(3)	(3)
Winchester.....	Middlesex.....	23	9,309	2,486	(3)	(3)
Winthrop.....	Suffolk.....	23	10,132	2,093	(3)	(3)
Woburn.....	Middlesex.....	31	15,308	4,079	(3)	(3)
Worcester.....	Worcester.....	571	145,986	48,492	1,453	(3)
Michigan (8,468).						
Albion.....	Calhoun.....		5,833	775	37	(3)
Alpena.....	Alpena.....	24	12,706	2,586	48	(3)
Battle Creek.....	Calhoun.....	17	25,267	2,616	(14)	(3)
Bay City.....	Bay.....		45,166	11,027	141	(3)
Benton Harbor.....	Berrien.....	37	9,185	1,187	123	(3)
Bessemer.....	Gogebic.....	16	4,583	2,144	(3)	(3)
Calumet.....	Houghton.....	264	32,845	(3)	208	(3)
Centennial.....	do.....		(3)	(3)	(3)	(3)
Centennial Heights.....	do.....		(3)	(3)	(3)	(3)

<sup>1</sup> Figures are for entire county.

<sup>2</sup> Figures not available.

<sup>3</sup> See Plymouth.

<sup>4</sup> See Beverly.

<sup>5</sup> See Brookline.

<sup>6</sup> See Chicopee.

<sup>7</sup> See Framingham.

<sup>8</sup> See Worcester.

<sup>9</sup> See Greenfield.

<sup>10</sup> See Attleboro.

<sup>11</sup> See Adams.

<sup>12</sup> See Easthampton.

<sup>13</sup> See Boston.

<sup>14</sup> See Albion.

<sup>15</sup> See Ironwood.

<sup>16</sup> See Calumet.

List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara- tions.	Petitions.
Michigan (6468) Contd.						
Detroit.....	Wayne.....	4,751	465,766	156,565	5,732	954
Dodgeville.....	Houghton.....	(2)	(2)	(2)	(2)	(2)
Escanaba.....	Delta.....	15	13,194	4,095	141	73
Flint.....	Genesee.....	156	38,550	6,662	170	59
Franklin Mine.....	Houghton.....	(2)	(2)	(2)	(2)	(2)
Grand Haven.....	Ottawa.....	20	5,856	1,364	45	39
Grand Rapids.....	Kent.....	231	112,571	28,335	394	145
Hancock.....	Houghton.....	109	8,981	3,162	(3)	(3)
Holland.....	Ottawa.....	5	10,490	2,465	(13)	(13)
Houghton.....	Houghton.....	52	5,113	1,184	(3)	(3)
Iron Mountain.....	Dickinson.....	81	9,216	3,741	85	71
Iron River.....	Iron.....	10	2,450	(2)	252	67
Ironwood.....	Gogebic.....	123	12,821	6,234	333	110
Isle Royale.....	Houghton.....	(2)	(2)	(2)	(2)	(2)
Jackson.....	Jackson.....	51	31,433	4,307	56	36
Kalamazoo.....	Kalamazoo.....	83	39,437	6,857	145	42
Kearsarge.....	Houghton.....	(2)	(2)	(2)	(2)	(2)
Lansing.....	Ingham.....	64	31,229	3,973	100	23
Laurium.....	Houghton.....	(2)	8,537	2,617	(3)	(3)
Marquette.....	Marquette.....	13	11,503	3,574	(4)	(4)
Munising.....	Alger.....	16	2,952	1,048	72	22
Muskegon.....	Muskegon.....	94	24,062	6,252	95	34
Negaunee.....	Marquette.....	62	8,460	3,862	235	142
Norway.....	Dickinson.....	41	4,974	2,185	(5)	(5)
Osceola.....	Houghton.....	(2)	7,775	(2)	(2)	(2)
Petoskey.....	Emmet.....	1	4,778	696	32	6
Quincy Mine.....	Houghton.....	(2)	(2)	(2)	(2)	(2)
Red Jacket.....	do.....	(2)	(2)	(2)	(2)	(2)
River Rouge.....	Wayne.....	2	4,163	1,227	(6)	(6)
Saginaw.....	Saginaw.....	93	50,510	11,701	204	75
Saginaw, West Side.....	do.....	6	(2)	(2)	(7)	(7)
Stambaugh (for Palatka).....	Iron.....	3	1,322	(2)	(8)	(8)
Tamrack.....	Houghton.....	(2)	(2)	(2)	(3)	(3)
Wolverine.....	Cheboygan.....	(2)	794	(2)	10	11
Ypsilanti.....	Washtenaw.....	8	6,230	614	26	19
Crystal Falls (added after compilation of list).						
Minnesota (3398).						
Adriatic.....	St. Louis.....	(2)	(2)	(2)	1,441	721
Aurora.....	do.....	29	1,919	(2)	(9)	(9)
Bear River.....	do.....	(2)	(2)	(2)	(9)	(9)
Bemidji.....	Beltrami.....	13	5,099	1,056	44	42
Biwabik.....	St. Louis.....	5	1,690	(2)	(9)	(9)
Bovey.....	Itasca.....	(2)	1,377	(2)	136	49
Brainerd.....	Crow Wing.....	29	8,536	2,164	78	36
Buhl.....	St. Louis.....	4	1,005	(2)	(9)	(9)
Calumet.....	Itasca.....	(2)	345	(2)	(10)	(10)
Chisholm.....	St. Louis.....	119	7,684	4,469	(9)	(9)
Cloquet.....	Carlton.....	24	7,031	2,959	67	25
Coleraine.....	Itasca.....	17	1,613	(2)	(10)	(10)
Crookston.....	Polk.....	13	7,559	2,177	110	44
Crosby.....	Crow Wing.....	26	2,000	(2)	78	36
Deerwood.....	do.....	(2)	586	(2)	(11)	(11)
Duluth.....	St. Louis.....	323	78,466	30,652	(9)	(9)
Dunbar.....	Itasca.....	2	(2)	(2)	(10)	(10)
East Grand Forks.....	Polk.....	(2)	2,533	773	(12)	(12)
Elba.....	Winona.....	(2)	151	(2)	24	19
Ely.....	St. Louis.....	48	3,572	1,713	(9)	(9)
Eveleth.....	do.....	106	7,036	3,761	(9)	(9)
Gilbert.....	do.....	15	1,700	(2)	(9)	(9)
Grand Rapids.....	Itasca.....	4	2,230	(2)	126	49
Hibbing.....	St. Louis.....	124	8,832	4,342	(12)	(12)
Hopper.....	do.....	(2)	(2)	(2)	(12)	(12)
International Falls.....	Koochiching.....	29	1,487	(2)	94	31
Ironton.....	Crow Wing.....	(2)	(2)	(2)	(11)	(11)
Keewatin.....	Itasca.....	13	695	(2)	(10)	(10)

<sup>1</sup> Figures are for entire county.<sup>2</sup> Figures not available.<sup>3</sup> See Calumet.<sup>4</sup> See Negaunee.<sup>5</sup> See Iron Mountain.<sup>6</sup> See Detroit.<sup>7</sup> See Saginaw.<sup>8</sup> See Iron River.<sup>9</sup> See Adriatic.<sup>10</sup> See Grand Rapids.<sup>11</sup> See Crosby.<sup>12</sup> See Crookston.<sup>13</sup> See Adriatic.

[H. S. Department of Labor, Bureau of Naturalization, Washington.]

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1911	
					Declara- tions.	Petitions.
<i>Minnesota (3398)—Con.</i>						
Kinney.....	St. Louis.....	1	(3)	(3)	(3)	(3)
Leonidas Mine.....	do.....		(3)	(3)	(3)	(3)
Little Falls.....	Morrison.....		6,078	1,300	32	
McKinley.....	St. Louis.....		411	(3)	(3)	(3)
Mankato.....	Blue Earth.....	38	10,365	2,070	41	
Marble.....	Itasca.....		887	(3)	(3)	(3)
Mesaba.....	St. Louis.....		84	(3)	(3)	(3)
Minneapolis.....	Hennepin.....	1,619	301,408	85,938	1,902	
Mountain Iron.....	St. Louis.....	5	1,343	(3)	(3)	(3)
Nashwauk.....	Itasca.....		2,080	(3)	(4)	(4)
New Ulm.....	Brown.....	1	5,648	1,576	22	
Owatonna.....	Steele.....	10	5,658	1,104	16	
Pineville.....	St. Louis.....		(3)	(3)	(3)	(3)
Red Wing.....	Goodhue.....	8	9,048	2,175	59	
Rosy.....	Itasca.....		(3)	(3)	(4)	(4)
St. Cloud.....	Stearns.....		10,600	2,024	51	
St. Paul.....	Ramsey.....	609	214,744	58,524	1,113	
South St. Paul.....	Dakota.....	33	4,510	1,723	23	
Sparta.....	St. Louis.....	2	(3)	(3)	(3)	(3)
Taconits.....	Itasca.....		549	(3)	(3)	(3)
Stevens.....	St. Louis.....		(3)	(3)	(3)	(3)
Tower.....	do.....	2	1,111	(3)	(3)	(3)
Two Harbors.....	Lake.....	23	4,990	2,114	63	
Virginia.....	St. Louis.....	103	10,473	5,340	(3)	(3)
Warba.....	Itasca.....		(3)	(3)	(4)	(4)
Winger.....	Polk.....		728	(3)	(3)	(3)
Winton.....	St. Louis.....		(3)	(3)	(3)	(3)
Wrenshall.....	Carlton.....		755	(3)	(3)	(3)
Faribault (added after compilation of list).....						
<i>Mississippi (23).</i>						
Gulfport.....	Harrison.....	23	6,386	260		
<i>Missouri (4779).</i>						
Cape Girardeau.....	Cape Girardeau.....	1	8,475	375	1	
Hannibal.....	Marion.....	15	18,341	774	53	
Kansas City.....	Jackson.....	394	248,381	25,327	431	
Poplar Bluff.....	Butler.....	5	6,916	132	8	
St. Charles.....	St. Charles.....	8	9,437	918	16	
Washington.....	Franklin.....		3,670	329	3	
St. Louis.....	St. Louis City.....	4,356	687,029	125,706	2,350	
<i>Montana (8).</i>						
Red Lodge.....	Carbon.....	8	4,860	2,099	74	
<i>Nebraska (437)</i>						
Lincoln.....	Lancaster.....	42	43,973	7,200	165	
Omaha.....	Douglas.....	395	124,096	27,068	1,168	
<i>New Hampshire (362).</i>						
Berlin.....	Coos.....	34	11,780	5,062	70	
Claremont.....	Sullivan.....	9	7,529	1,819	28	
Concord.....	Merrimack.....	28	21,497	4,309	77	
Dover.....	Strafford.....	12	13,247	3,296	89	
Jaffrey.....	Cheshire.....		1,895	(3)	52	
Laconic.....	Belknap.....	11	10,183	2,545	21	
Manchester.....	Hillsboro.....	239	70,063	29,692	569	
Nashua.....	do.....	29	26,005	8,957	(7)	
Tilton.....	Belknap.....		1,866	(3)	(3)	

1 Figures are for entire county.

2 See Adriatic.

3 Figures not available.

4 See Grand Rapids.

5 See Crookston.

6 See Cloquet.

7 See Manchester.

8 See Laconia.

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara- tions.	Petitions.
<i>New Jersey (8,051).</i>						
Arlington.....	Hudson.....		( <sup>2</sup> )	( <sup>2</sup> )	4,443	1,332
Atlantic City.....	Atlantic.....	112	46,150	6,400	177	89
Bayonne.....	Hudson.....	344	55,545	20,522	( <sup>3</sup> )	( <sup>3</sup> )
Bernardsville.....	Somerset.....	10	( <sup>2</sup> )	( <sup>2</sup> )	101	53
Bloomfield.....	Essex.....	14	15,070	3,359	92	74
Boonton.....	Morris.....	8	4,930	1,090	219	126
Bordentown.....	Burlington.....	2	4,520	349	112	31
Bound Brook.....	Somerset.....	8	3,970	1,242	( <sup>4</sup> )	( <sup>4</sup> )
Dover.....	Morris.....	29	7,468	1,313	( <sup>5</sup> )	( <sup>5</sup> )
East Newark.....	Hudson.....	1	3,163	1,215	( <sup>3</sup> )	( <sup>3</sup> )
East Rutherford.....	Bergen.....	1	4,275	1,187	( <sup>6</sup> )	( <sup>6</sup> )
Elizabeth.....	Union.....	277	73,409	23,894	528	285
Englewood.....	Bergen.....	38	9,924	2,500	( <sup>6</sup> )	( <sup>6</sup> )
Hackensack.....	do.....	55	14,050	3,255	516	304
Harrison.....	Hudson.....	75	14,498	5,257	( <sup>5</sup> )	( <sup>5</sup> )
Hoboken.....	do.....	351	70,224	27,668	( <sup>6</sup> )	( <sup>5</sup> )
Jersey City.....	do.....	1,335	267,779	77,697	( <sup>5</sup> )	( <sup>5</sup> )
Kearny (Arlington P. O.).....	do.....	166	18,659	6,024	( <sup>5</sup> )	( <sup>5</sup> )
Linden.....	Union.....	27	610	( <sup>2</sup> )	( <sup>7</sup> )	( <sup>7</sup> )
Long Branch.....	Monmouth.....	54	13,298	2,529	169	96
Montclair.....	Essex.....	9	21,550	5,141	( <sup>8</sup> )	( <sup>8</sup> )
Morristown.....	Morris.....	39	12,507	2,657	( <sup>6</sup> )	( <sup>5</sup> )
Newark.....	Essex.....	1,406	347,469	110,655	( <sup>8</sup> )	( <sup>8</sup> )
New Brunswick.....	Middlesex.....	86	23,388	6,048	616	308
North Plainfield.....	Somerset.....		6,117	889	( <sup>4</sup> )	( <sup>4</sup> )
Orange.....	Essex.....	20	29,630	8,069	( <sup>8</sup> )	( <sup>8</sup> )
Passaic.....	Passaic.....	293	54,773	28,467	886	612
Paterson.....	do.....	417	125,600	45,398	( <sup>9</sup> )	( <sup>9</sup> )
Plainfield.....	Union.....	35	20,550	4,144	( <sup>7</sup> )	( <sup>7</sup> )
Princeton.....	Mercer.....	3	5,136	836	( <sup>10</sup> )	( <sup>10</sup> )
Rahway.....	Union.....	16	9,337	1,659	( <sup>7</sup> )	( <sup>7</sup> )
Red Bank.....	Monmouth.....	1	7,398	993	( <sup>11</sup> )	( <sup>11</sup> )
Ridgewood.....	Bergen.....	12	5,416	768	( <sup>6</sup> )	( <sup>6</sup> )
Rutherford.....	do.....	21	7,045	1,185	( <sup>6</sup> )	( <sup>6</sup> )
Secaucus.....	Hudson.....	9	4,740	2,064	( <sup>3</sup> )	( <sup>3</sup> )
Summit.....	Union.....	13	7,500	2,024	( <sup>7</sup> )	( <sup>7</sup> )
Town of Union.....	Hudson.....	78	21,023	6,665	( <sup>3</sup> )	( <sup>3</sup> )
Trenton.....	Mercer.....	406	96,815	26,310	431	225
Westfield.....	Union.....	7	6,420	1,057	( <sup>7</sup> )	( <sup>7</sup> )
West Hoboken.....	Hudson.....	180	35,403	13,713	( <sup>3</sup> )	( <sup>3</sup> )
West New York.....	do.....	93	13,560	3,556	( <sup>3</sup> )	( <sup>3</sup> )
<i>New Mexico.</i>						
Albuquerque. Added af- ter compilation of list						
<i>New York (53,597).</i>						
Albany.....	Albany.....	275	100,253	18,165	410	196
Amsterdam.....	Montgomery.....	176	31,267	10,624	162	141
Auburn.....	Cayuga.....	125	34,668	7,620	183	60
Batavia.....	Gene'ee.....	36	11,613	2,133	82	35
Binghamton.....	Broome.....	189	48,443	7,389	225	71
Buffalo.....	Erie.....	1,872	423,715	118,444	2,714	943
Canandaigua.....	Ontario.....	26	7,217	943	140	52
Cohoes.....	Albany.....	36	24,709	7,373	( <sup>12</sup> )	( <sup>12</sup> )
Corning.....	Steuben.....	42	13,730	1,795	56	28
Dunkirk.....	Chautauqua.....	10	17,221	5,146	260	120
Elmira.....	Chemung.....	120	37,176	5,259	65	28
Geneva.....	Ontario.....		12,446	2,315	( <sup>12</sup> )	( <sup>12</sup> )
Gloversville.....	Fulton.....	83	20,642	4,008	106	57
Hempstead.....	Nassau.....		4,964	971	373	160
Hornell.....	Steuben.....	7	13,617	1,272	( <sup>14</sup> )	( <sup>14</sup> )
Hudson.....	Columbia.....	34	11,417	2,209	76	34
Hudson Falls.....	Washington.....	2	5,189	522	61	48
Huntington.....	Suffolk.....	14	12,004	( <sup>2</sup> )	263	135
Ithaca.....	Tompkins.....	45	14,802	1,589	59	16

<sup>1</sup> Figures are for entire county.<sup>2</sup> Figures not available.<sup>3</sup> See Arlington.<sup>4</sup> See Bernardsville.<sup>5</sup> See Boonton.<sup>6</sup> See Hackensack.<sup>7</sup> See Elizabeth.<sup>8</sup> See Bloomfield.<sup>9</sup> See Passaic.<sup>10</sup> See Trenton.<sup>11</sup> See Long Branch.<sup>12</sup> See Albany.<sup>13</sup> See Canandaigua.<sup>14</sup> See Corning.

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num-ber of rec-ords.	Total pop-ulation, 1910.	Foreign-born white popu-lation, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara-tions.	Petitions.
<i>New York (53,597)—Con.</i>						
Jamestown.....	Chatauqua.....	59	31,297	10,612	( <sup>3</sup> )	( <sup>3</sup> )
Johnstown.....	Fulton.....	43	10,447	1,941	( <sup>3</sup> )	( <sup>3</sup> )
Lackawanna.....	Erie.....	164	14,594	7,227	( <sup>4</sup> )	( <sup>4</sup> )
Lancaster.....	do.....		4,364	737	( <sup>4</sup> )	( <sup>4</sup> )
Lansingburg.....	Rensselaer.....		( <sup>5</sup> )	( <sup>5</sup> )	183	87
Little Falls.....	Herkimer.....	53	12,272	3,915	211	64
Lockport.....	Niagara.....	17	17,970	3,235	342	110
Mamaroneck.....	Westchester.....	21	5,699	1,641	2,019	750
Mechanicsville.....	Saratoga.....	7	6,634	1,343	168	34
Medina.....	Orleans.....	14	5,683	1,058	91	29
Mount Vernon.....	Westchester.....	47	30,919	8,029	( <sup>6</sup> )	( <sup>6</sup> )
Newark.....	Wayne.....	26	6,227	759	149	57
Newburgh.....	Orange.....	50	27,805	4,823	369	154
New Rochelle.....	Westchester.....	87	28,867	8,677	( <sup>6</sup> )	( <sup>6</sup> )
New York.....		46,317	4,766,883	1,927,703	66,571	19,365
Niagara Falls.....	Niagara.....	392	30,445	12,064	( <sup>7</sup> )	( <sup>7</sup> )
North Tonawanda.....	do.....	136	11,953	3,628	( <sup>7</sup> )	( <sup>7</sup> )
Olean.....	Cattaraugus.....		14,743	2,424	72	34
Poughkeepsie.....	Dutchess.....	93	27,936	4,534	317	113
Rochester.....	Monroe.....	1,257	218,149	58,993	1,884	758
Schenectady.....	Schenectady.....	336	72,826	18,631	443	205
Solvay.....	Onondaga.....	40	5,139	1,663	638	217
Syracuse.....	do.....	364	137,249	30,781	( <sup>8</sup> )	( <sup>8</sup> )
Troy.....	Rensselaer.....	175	76,813	15,432	( <sup>9</sup> )	( <sup>9</sup> )
Tonawanda.....	Erie.....		8,290	1,854	( <sup>4</sup> )	( <sup>4</sup> )
Utica.....	Oneida.....	242	74,419	21,308	679	171
Watertown.....	Jefferson.....	86	26,730	6,268	172	73
White Plains.....	Westchester.....	53	15,949	3,898	( <sup>6</sup> )	( <sup>6</sup> )
Yonkers.....	do.....	276	79,803	26,590	( <sup>6</sup> )	( <sup>6</sup> )
Fulton.....	Oswego.....	45	10,480	1,783	145	41
<i>North Carolina (3).</i>						
Winston-Salem.....	Forsyth.....	3	22,700	146	2	1
<i>North Dakota (181).</i>						
Bismarek.....	Burleigh.....	17	5,443	965	30	14
Calio.....	Cavalier.....		( <sup>9</sup> )	( <sup>9</sup> )	79	33
Fargo.....	Cass.....	17	14,331	3,200	172	44
Grand Forks.....	Grand Forks.....	96	12,478	3,607	130	21
Jamestown.....	Stutsman.....		4,358	878	50	12
Devils Lake.....	Ramsey.....	51	5,157	1,236	71	25
<i>Ohio (6,406).</i>						
Alliance.....	Stark.....	26	15,083	2,659	269	96
Ashtabula.....	Ashtabula.....	73	18,266	4,710	57	42
Athens.....	Athens.....		5,463	103	30	12
Barberton.....	Summit.....	38	9,410	2,829	681	222
Canton.....	Stark.....	80	50,217	8,648	( <sup>10</sup> )	( <sup>10</sup> )
Cincinnati.....	Hamilton.....	605	363,591	56,792	671	294
Cleveland.....	Cuyahoga.....	4,093	560,663	195,703	4,636	2,066
Columbus.....	Franklin.....	214	181,511	16,285	281	111
Dayton.....	Montgomery.....	163	116,577	13,847	198	83
Elyria.....	Lorain.....	24	14,825	3,061	197	105
Hamilton.....	Butler.....	1	35,279	3,309	48	16
Middletown.....	do.....	3	13,152	1,192	( <sup>11</sup> )	( <sup>11</sup> )
Niles.....	Trumbull.....	16	8,361	2,502	98	22
Painesville.....	La' e.....	2	5,501	595	47	19
Piqua.....	Miami.....	1	13,388	752	11	6
Ravenna.....	Portage.....		5,310	643	30	12
Springfield.....	Clark.....	7	46,921	3,156	33	16
Salem.....	Columbiana.....		8,943	1,339	90	38
Steubenville.....	Jefferson.....	159	22,391	5,214	33	16
Toledo.....	Lucas.....	478	168,497	32,037	659	268
Warren.....	Trumbull.....	6	11,081	1,352	( <sup>12</sup> )	( <sup>12</sup> )
Youngstown.....	Mahoning.....	417	79,066	24,860	736	266
East Palestine <sup>12</sup> .....						
Newark <sup>13</sup> .....						

<sup>1</sup> Figures are for entire county.

<sup>2</sup> See Dunkirk.

<sup>3</sup> See Gloversville.

<sup>4</sup> See Buffalo.

Figures not available.

<sup>6</sup> See Mamaroneck.

<sup>7</sup> See Lockport.

<sup>8</sup> See Solvay.

<sup>9</sup> See Lansingburg.

<sup>10</sup> See Alliance.

<sup>11</sup> See Hamilton.

<sup>12</sup> See Niles.

<sup>13</sup> Added after compilation of list.

List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.

State and city.	County.	Num-ber of rec-ords.	Total pop-ulation, 1910.	Foreign-born white popu-lation, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara-tions.	Petitions.
<b>Oklahoma (2).</b>						
Chickasha.....	Grady.....		10,320	204	3	1
Hugo.....	Choctaw.....		4,582	52	4	0
McAlester.....	Pittsburg.....	1	19,954	405	39	30
Muskogee.....	Muskogee.....	1	25,278	537	16	8
Tulsa.....	Tulsa.....		18,182	412	9	8
<b>Oregon (702).</b>						
Astoria.....	Clatsop.....	67	9,599	4,088	222	72
Portland.....	Multnomah.....	635	207,214	43,780	1,059	512
<b>Pennsylvania (14,788).</b>						
Aliquippa.....	Beaver.....		1,743	( <sup>2</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Altoona.....	Blair.....	140	52,137	5,212	( <sup>3</sup> ) 202	( <sup>3</sup> ) 98
Beaver Falls.....	Beaver.....	32	12,191	2,851	310	156
Braddock.....	Allegheny.....		19,357	7,299	( <sup>4</sup> )	( <sup>4</sup> )
Bridgeport.....	Montgomery.....		3,860	853	( <sup>5</sup> )	( <sup>5</sup> )
Chambersburg.....	Franklin.....	1	11,800	172	6	3
Chester.....	Delaware.....	106	38,537	6,673	300	101
Clearfield.....	Clearfield.....	10	6,851	545	302	107
Coaldale.....	Schuylkill.....	9	5,154	1,905	484	470
Connellsville.....	Fayette.....		12,845	1,587	( <sup>6</sup> )	( <sup>6</sup> )
Corry.....	Erie.....		5,991	569	( <sup>7</sup> )	( <sup>7</sup> )
Donora.....	Washington.....	82	6,174	3,213	( <sup>4</sup> )	( <sup>4</sup> )
Duquesne.....	Allegheny.....	134	15,727	6,381	4,077	2,133
Duryea.....	Luzerne.....	74	7,487	3,006	973	795
Easton.....	Northampton.....	69	28,523	3,132	260	126
Ellwood City.....	Lawrence.....	1	6,902	1,067	( <sup>8</sup> )	( <sup>8</sup> )
Erie.....	Erie.....	320	66,325	14,943	251	116
Ford City.....	Armstrong.....	32	4,550	2,814	221	90
Gilberton.....	Schuylkill.....	20	2,401	1,859	( <sup>9</sup> )	( <sup>9</sup> )
Glassport.....	Allegheny.....	18	5,540	1,817	( <sup>4</sup> )	( <sup>4</sup> )
Harrisburg.....	Dauphin.....	17	64,186	4,134	162	81
Hazleton.....	Luzerne.....	64	23,462	5,994	( <sup>10</sup> )	( <sup>10</sup> )
Johnstown.....	Cambria.....	345	35,482	15,316	526	246
Kingston.....	Luzerne.....	36	6,449	1,884	( <sup>10</sup> )	( <sup>10</sup> )
Kittanning.....	Armstrong.....		4,311	353	( <sup>11</sup> )	( <sup>11</sup> )
Lancaster.....	Lancaster.....	15	47,227	3,303	42	30
Larksville.....	Luzerne.....	38	9,288	3,099	( <sup>10</sup> )	( <sup>10</sup> )
McKeesport.....	Allegheny.....	131	42,694	12,631	( <sup>4</sup> )	( <sup>4</sup> )
Monessen.....	Westmoreland.....	284	11,775	5,475	700	273
Monongahela City.....	Washington.....		7,598	1,487	( <sup>4</sup> )	( <sup>4</sup> )
Mount Carmel.....	Northumberland.....	85	17,532	4,927	220	273
Mount Oliver Station.....	Allegheny.....		4,241	672	( <sup>4</sup> )	( <sup>4</sup> )
Mount Pleasant.....	Westmoreland.....		5,812	1,107	( <sup>12</sup> )	( <sup>12</sup> )
Nanticoke.....	Luzerne.....	118	18,877	7,187	( <sup>10</sup> )	( <sup>10</sup> )
New Brighton.....	Beaver.....	5	8,329	865	( <sup>3</sup> )	( <sup>3</sup> )
New Castle.....	Lawrence.....	168	36,280	8,620	160	115
Norristown.....	Montgomery.....	47	37,875	4,015	132	87
Patton.....	Cambria.....		3,907	864	( <sup>13</sup> )	( <sup>13</sup> )
Philadelphia.....	Philadelphia.....	8,805	1,549,008	382,578	8,277	8,977
Pittsburgh.....	Allegheny.....	2,233	533,905	140,436	( <sup>4</sup> )	( <sup>4</sup> )
Pottstown.....	Montgomery.....	16	15,599	1,537	( <sup>5</sup> )	( <sup>5</sup> )
Reading.....	Berks.....	80	96,071	8,812	119	85
Scranton.....	Lackawanna.....	610	129,867	35,112	1,327	951
Shamokin.....	Northumberland.....	97	19,588	2,788	( <sup>14</sup> )	( <sup>14</sup> )
Sharpsburg.....	Allegheny.....		8,153	1,978	( <sup>4</sup> )	( <sup>4</sup> )
South Connellsville.....	Fayette.....		( <sup>2</sup> )	( <sup>2</sup> )	( <sup>6</sup> )	( <sup>6</sup> )
South Fork.....	Cambria.....	3	4,592	1,127	( <sup>13</sup> )	( <sup>14</sup> )
Tyler.....	Clearfield.....	30	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>15</sup> )	( <sup>15</sup> )
Tyrone.....	Blair.....	2	7,176	221	( <sup>16</sup> )	( <sup>16</sup> )
Uniontown.....	Fayette.....	68	13,344	1,447	633	262
West Hazleton.....	Luzerne.....		4,715	1,556	( <sup>10</sup> )	( <sup>10</sup> )
Wilkes-Barre.....	do.....	300	67,105	16,078	( <sup>10</sup> )	( <sup>10</sup> )
Wilkesburg.....	Allegheny.....		18,924	1,971	( <sup>4</sup> )	( <sup>4</sup> )

<sup>1</sup> Figures are for entire county.<sup>2</sup> Figures not available.<sup>3</sup> See Beaver Falls.<sup>4</sup> See Duquesne.<sup>5</sup> See Norristown.<sup>6</sup> See Uniontown.<sup>7</sup> See Erie.<sup>8</sup> See New Castle.<sup>9</sup> See Coaldale.<sup>10</sup> See Duryea.<sup>11</sup> See Ford City.<sup>12</sup> See Monessen.<sup>13</sup> See Johnstown.<sup>14</sup> See Mount Carmel.<sup>15</sup> See Clearfield.<sup>16</sup> See Altoona.



*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num- ber of rec- ords.	Total pop- ulation, 1910.	Foreign- born white popula- tion, 1910.	Naturalization papers filed fiscal year 1915.	
					Declara- tions.	Petitions.
<i>Pennsylvania (14,788)— Continued.</i>						
Williamsport.....	Lycoming.....	23	31,860	2,332	50	23
Allentown.....	Lehigh.....	150	51,913	6,234	162	53
Coraopolis <sup>2</sup> .....	.....	.....	.....	.....	.....	.....
Arnold <sup>2</sup> .....	.....	.....	.....	.....	.....	.....
Indiana <sup>2</sup> .....	.....	.....	.....	.....	.....	.....
New Kensington <sup>2</sup> .....	.....	.....	.....	.....	.....	.....
<i>Rhode Island (934).</i>						
Burrillville.....	Providence.....	10	7,878	2,454	(8)	(8)
Central Falls.....	do.....	66	22,754	10,064	(8)	(8)
Coventry.....	Kent.....	.....	5,848	1,346	(3)	(3)
Cumberland.....	Providence.....	5	10,107	2,676	(3)	(3)
Lincoln.....	do.....	3	9,825	4,181	(3)	(3)
Newport.....	Newport.....	100	27,149	6,256	129	0
Pawtucket.....	Providence.....	102	51,632	17,956	(8)	(3)
Providence.....	do.....	570	224,326	76,303	1,758	1,816
Westerly.....	Washington.....	25	8,696	2,347	(8)	(3)
Woonsocket.....	Providence.....	63	38,125	16,539	(8)	(3)
<i>South Carolina (40).</i>						
Charleston.....	Charleston.....	34	58,833	2,404	64	44
Columbia.....	Richland.....	6	26,319	446	8	4
<i>South Dakota (104).</i>						
Aberdeen.....	Brown.....	30	10,758	1,865	109	43
Huron.....	Beadle.....	1	5,791	822	63	16
Lead.....	Lawrence.....	49	8,392	2,336	147	47
Mitchell.....	Davison.....	24	6,515	748	27	3
Sioux Falls.....	Minnehaha.....	.....	14,094	2,215	164	45
<i>Tennessee (25).</i>						
Nashville.....	Davidson.....	25	110,364	2,993	30	17
<i>Texas (648).</i>						
Austin.....	Travis.....	11	29,860	2,441	43	28
Dallas.....	Dallas.....	69	92,104	5,219	143	47
Galveston.....	Galveston.....	223	36,981	6,164	363	124
Houston.....	Harris.....	177	78,800	6,318	127	52
San Antonio.....	Bexar.....	168	96,614	17,407	334	64
<i>Utah (449).</i>						
Murray City.....	Salt Lake.....	34	4,057	1,303	457	280
Salt Lake City.....	do.....	415	92,777	19,035	(3)	(3)
<i>Vermont (39).</i>						
Bennington.....	Bennington.....	1	8,698	1,103	7	0
Bethel.....	Windsor.....	.....	1,943	(6)	(7)	(3)
Burlington.....	Chittenden.....	14	20,468	3,938	(6)	(6)
Springfield.....	Windsor.....	14	4,784	623	(6)	(6)
<i>Virginia (223).</i>						
Lynchburg.....	Campbell.....	.....	29,494	450	17	7
Norfolk.....	Norfolk.....	173	67,452	3,564	644	125
Richmond.....	Henrico.....	47	127,628	4,085	73	6
Roanoke.....	Roanoke.....	3	34,874	770	13	4

<sup>1</sup> Figures are for entire county.

<sup>2</sup> Added after compilation of list.

<sup>3</sup> See Providence.

<sup>4</sup> Papers filed in the United States District Court, which embraces whole State.

<sup>5</sup> See Murray City.

<sup>6</sup> Figures not available.

<sup>7</sup> See Springfield.

*List of cities which are being furnished with educational record cards, showing population and naturalization statistics indicated—Continued.*

State and city.	County.	Num-ber of rec-ords.	Total pop-ulation, 1910.	Foreign-born white popu-lation, 1910.	Naturalization papers filed fiscal year 1915. <sup>1</sup>	
					Declara-tions.	Petitions.
Washington (1591).						
Bellingham.....	Whatcom.....	51	24,298	5,152	230	109
Black Diamond.....	King.....	24	2,051	( <sup>2</sup> )	1,900	834
Blaine.....	Whatcom.....	1	3,289	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Clipper.....	do.....	1	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Everett.....	Snohomish.....	93	24,814	5,472	262	120
Linden.....	Whatcom.....	7	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Ronald.....	Kittitas.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	109	45
Roslyn.....	do.....	18	3,126	1,566	( <sup>4</sup> )	( <sup>4</sup> )
Seattle.....	King.....	886	237,194	60,835	( <sup>5</sup> )	( <sup>5</sup> )
Spokane.....	Spokane.....	251	104,402	21,220	447	253
Tacoma.....	Pierce.....	217	83,743	21,462	457	204
Walla Walla.....	Walla Walla.....	31	19,364	2,361	63	36
Wenatchee.....	Chelan.....	11	4,050	360	39	13
West Virginia (83).						
Adamston.....	Harrison.....	( <sup>2</sup> )	1,200	( <sup>2</sup> )	( <sup>4</sup> )	( <sup>6</sup> )
Clarksburg.....	do.....	4	9,201	481	84	60
Keyser.....	Mineral.....	1	3,705	130	20	9
Logan.....	Logan.....	3	1,640	( <sup>2</sup> )	34	5
Morgantown.....	Monongalia.....	4	9,150	1,113	28	16
North View.....	Harrison.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>6</sup> )	( <sup>6</sup> )
Parkersburgh.....	Wood.....	17	17,842	560	5	3
Piedmont.....	Mineral.....	1	2,054	( <sup>2</sup> )	( <sup>7</sup> )	( <sup>7</sup> )
Sabraton.....	Monongalia.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>8</sup> )	( <sup>8</sup> )
Tin Plate.....	Harrison.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>8</sup> )	( <sup>8</sup> )
Wellsburg.....	Brooke.....	13	4,189	262	32	14
Westover.....	Monongalia.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>8</sup> )	( <sup>8</sup> )
Wheeling.....	Ohio.....	40	41,641	5,418	87	39
Wisconsin (2,780).						
Appleton.....	Outagamie.....	33	16,773	3,257	90	45
Ashland.....	Ashland.....	54	11,594	3,475	72	45
Beloit.....	Beloit.....	47	15,125	2,395	214	73
Chippewa Falls.....	Chippewa.....	22	8,893	2,155	27	42
Eau Claire.....	Eau Claire.....	19	18,310	4,245	38	47
Fond du Lac.....	Fond du Lac.....	17	18,797	3,062	81	42
Grand Rapids.....	Wood.....	25	6,521	1,152	56	60
Green Bay.....	Brown.....	30	25,236	4,056	64	119
Kenosha.....	Kenosha.....	202	21,371	7,642	334	151
La Crosse.....	La Crosse.....	74	30,417	6,043	77	71
Madison.....	Dane.....	191	25,531	4,174	402	150
Manitowoc.....	Manitowoc.....	7	13,027	2,534	65	47
Marinette.....	Marinette.....	43	14,610	4,027	51	41
Marshfield.....	Wood.....	43	5,783	1,095	( <sup>9</sup> )	( <sup>9</sup> )
Menomonie.....	Dunn.....	( <sup>2</sup> )	5,036	1,258	33	36
Milwaukee.....	Milwaukee.....	1,172	373,857	111,456	1,363	883
Neenah.....	Winnebago.....	( <sup>2</sup> )	5,734	1,313	77	86
Oshkosh.....	do.....	49	33,062	7,406	( <sup>10</sup> )	( <sup>10</sup> )
Racine.....	Racine.....	332	38,002	12,509	299	123
Sheboygan.....	Sheboygan.....	95	26,398	8,667	124	87
Stevens Point.....	Portage.....	25	8,692	1,712	29	58
Superior.....	Douglas.....	193	40,384	13,772	265	157
Two Rivers.....	Manitowoc.....	2	4,850	836	( <sup>11</sup> )	( <sup>11</sup> )
Wausau.....	Marathon.....	40	16,560	3,918	75	94
West Allis.....	Milwaukee.....	5	6,645	2,420	( <sup>12</sup> )	( <sup>12</sup> )
Janesville <sup>13</sup> .....						
Total.....		141,696	30,228,502	8,296,654	207,854	85,847

<sup>1</sup> Figures are for entire county.<sup>2</sup> Figures not available.<sup>3</sup> See Bellingham.<sup>4</sup> See Ronald.<sup>5</sup> See Black Diamond.<sup>6</sup> See Clarksburg.<sup>7</sup> See Keyser.<sup>8</sup> See Morgantown.<sup>9</sup> See Grand Rapids.<sup>10</sup> See Neenah.<sup>11</sup> See Manitowoc.<sup>12</sup> See Milwaukee.<sup>13</sup> Added after compilation of list.

Senator OVERMAN. You said 50,000 applied for citizenship. How many were granted citizenship?

Mr. CRIST. About two declarants come in annually to one petitioner, so that those who petition are the ones who are up for admission.

Senator OVERMAN. How many are admitted? I just want it in round numbers; about how many are admitted?

Mr. CRIST. One hundred thousand petitioners in round numbers come in, but with every petition the records show that there is the equivalent of one additional alien receiving citizenship by derivation from the petitioner—that is, his wife and children, born abroad.

Senator OVERMAN. Can you tell me how many voters?

Mr. CRIST. One hundred thousand of them are men, and the others are women; and then there are men, of course, who are the sons. The women are the wives and daughters, and the sons of these petitioners come in.

Senator OVERMAN. I wish we could get some way to educate our people?

Mr. CRIST. We have schools all over the South.

Senator OVERMAN. That is for the foreigners though. You do not look after the education of the American born.

Mr. CRIST. The greatest reaction of this work will be upon the native Americans.

## STATEMENT OF SENATOR JOHN F. SHAFROTH, OF COLORADO

### MINT AT DENVER.

The CHAIRMAN. Senator Shafroth, do you want to present something to the subcommittee?

Senator SHAFROTH. Yes; I want to present an item on page 62, Mr. Chairman, and I want to read from a letter, which is explanatory, from the superintendent of the mint at Denver, and I want to say that he is one of the most economical men I know of.

The CHAIRMAN. We came near discontinuing that mint last year. It seems to me we had a terrible fight to keep it from being abolished.

Senator SHAFROTH. Here is the letter, inclosing a clipping from the Denver Post. He says in this letter:

The inclosed clipping appeared in the Denver Post the other day. I can not understand why the Appropriation Committee of the House should cut our appropriation without an investigation of some kind. With all due respect I can not understand how they can intelligently do so without making some kind of an investigation as to the needs of this institution.

The CHAIRMAN. That is just a newspaper criticism, is it not?

Senator SHAFROTH. He inclosed a clipping from a newspaper.

The CHAIRMAN. I think we might be spared an article from a newspaper. We do not care anything about that.

Senator SHAFROTH. Very well. He says further in his letter:

This appropriation is somewhat different than many of the appropriations made by the committee because this is a profit-making institution and returns many dollars to the Government for each dollar invested. We do not ask more than we need, thinking we will be cut down. We have asked for just what we will require to operate the mint in an efficient and economical manner. I trust you can get the committee to allow us \$92,000 for our wage fund and \$40,000 for our contingent fund. This amount will be required to operate the mint successfully for all the fiscal year 1917.

We do more work than the mint at San Francisco and our supplies cost us from 20 to 40 per cent more than they do on the coast. I am giving you some figures from the report of the Director of the Mint. The figures under the heading "Page" refer to the pages in the report where they can be found:

	Denver.	Page.	San Francisco.	Page.
Number of men employed:				
1913.....	94	47	115	12
1914.....	95	38	119	35
1915.....	95	46	118	40
1916.....	93			
Pieces coined:				
1913.....	24,123,000	19	11,050,000	18
1914.....	29,012,500	18	10,988,000	18
1915.....	33,331,200	19	13,173,850	19

Senator OVERMAN. That is an argument for cutting down San Francisco, is it not?

Senator SHAFROTH. Yes; that may be.

The CHAIRMAN. I do not think we can rely upon newspaper representations.

Senator SHAFROTH. He gives you the pages of the report of the Director of the Mint.

Senator SMOOT. I notice that the House last year deducted one of these men at \$1,600. That gave you, for wages of employees, only \$90,000 instead of \$92,000, but they increased the amount for contingent and incidental expenses \$3,000, from \$35,000 to \$38,000; so that taking the appropriation for this year covering the mint at Denver, there is a difference of only \$600 from the last year's appropriation.

Senator SHAFROTH. That may be, but I tried to get a contingent fund of \$40,000 last year. Let me tell you, gentlemen, this man is one of the most careful, painstaking, economical men in the world, and when he tells me it is necessary to get that in order to have good service, I know it is true.

The CHAIRMAN. If you adopted that rule in all the departments here, we would put millions more on this bill than it contains.

Senator SHAFROTH. You take the wages appropriated for San Francisco compared with those in Denver, it is \$94,000 for the total in Denver and it is \$122,000 in San Francisco; and it does seem to me, inasmuch as we do twice the amount of coining in Denver, that we ought to have this increase.

The CHAIRMAN. You want an increase for wages, is that the idea?

Senator SHAFROTH. I want an increase of \$2,000 to make it \$92,000, and a contingent fund of \$40,000 instead of \$38,000.

Senator ROBINSON. Making a total increase of \$4,000?

Senator SHAFROTH. Yes. He says:

I sincerely trust that you can secure the amounts given in the estimates of the Director of the Mint for the wage and contingent funds. The salary fund can be cut \$1,600, making that fund \$45,600, in place of \$47,200. I would not take up your time in this matter with these letters of mine, but it seems to me it is rather important if we are to keep the mint in operation the entire year.

He is willing to let that man be lopped off, but he says the contingent fund ought to be \$40,000; and when that man comes up and says we can lop off one man at \$1,600, you may know he is economical.

Senator SMOOT. We have got that all through this bill.

Senator SHAFROTH. You know, the contingent fund takes in the machinery and improvements and things of that kind that are necessary; and it does seem to me, inasmuch as I know he is straight in every particular and is economical, you ought to conform to his request, instead of trying to determine it here where we have not the data, nor can we see the situation. It seems to me that if you take these items right here on page 62, and make the total of wages of workmen and other employees \$92,000, and make the contingent fund \$40,000, and cut the other \$1,600——

Senator SMOOT. That is already cut. The House has attended to that.

Senator SHAFROTH. Well, that may be.

Senator SMOOT. They have done that. Last year you had four men at \$1,600. This year you have three. Last year you had \$92,000 for wages of workmen and other employees. This year you have \$90,000.

Senator SHAFROTH. Yes.

Senator SMOOT. Last year you had \$35,000 for contingent and incidental expenses, and this year you have \$38,000. I mean, that is as the House allowed it.

Senator SHAFROTH. This item is:

For incidental and contingent expenses, including new machinery and repair wastage in melting and refining department and coining department, and loss on sale of sweeps arising from the treatment of bullion and the manufacture of coin. \$38,000.

The CHAIRMAN. Last year they had \$35,000, and they made it \$40,000, and the House divided it and gave them \$38,000.

Senator SHAFROTH. That may be, but evidently that is intended to purchase machinery, and that is vitally necessary.

The CHAIRMAN. Do you not think that he might get along with the machinery he has got until the Government has a little more money in its pocket?

Senator SHAFROTH. I know that man to be so careful, and I think you ought to allow the amount he asks for; cut off that \$1,600 man, and make it \$92,000 and \$42,000; and then we are getting one-third less, almost, than San Francisco, which does not do as great an amount of coinage as we do.

Senator SMOOT. San Francisco has her reasons why she is doing her work cheaper than other mints in the United States. She has other work to attend to that you have not there at Denver.

The CHAIRMAN. We think we understand it, Senator.

## NAVY DEPARTMENT.

## OFFICE OF THE SECRETARY.

**STATEMENT OF MR. FRANKLIN D. ROOSEVELT, ASSISTANT SECRETARY OF THE NAVY, ACCOMPANIED BY PAYMASTER GENERAL SAMUEL MCGOWAN, CHIEF OF THE BUREAU OF SUPPLIES AND ACCOUNTS; LIEUT. COMMANDER DUDLEY W. KNOX, OFFICE OF NAVAL INTELLIGENCE; LIEUT. STANFORD C. HOOPER, BUREAU OF STEAM ENGINEERING; LIEUT. BYRON McCANDLESS, OFFICE OF NAVAL OPERATIONS; AND MR. F. S. CURTIS, CHIEF CLERK OF THE NAVY DEPARTMENT.**

The **CHAIRMAN**. Now, Mr. Secretary, we will be glad to hear anything you have to suggest to the committee.

## ADDITIONAL CLERICAL FORCE.

**Mr. ROOSEVELT**. The situation is this: We have asked this year for more increase in the clerical force than ever before. The reason is that the Navy Department, and the Navy as a whole, has increased in size very much more during the past year, and is going to increase even more than before during the coming year if the navy appropriation bill goes through according to the estimates or anything like the estimates. It means more work for the department of the Navy.

The appropriation for 1916, for instance, shows an increase over 1906, in the 10 years, of 40 per cent, but this year the estimates are \$220,000,000, roughly, as against \$147,000,000 or \$149,000,000 last year. That means that in order to run the Navy at all properly we have got to have an increased force at the office building. The House committee did allow some of the increases which we had asked for, but cut out a good many other increases, both in numbers of employees and in increases of salaries, and we are asking that they be restored.

**Senator SMOOT**. All of them?

## INCREASES IN SALARIES.

**Mr. ROOSEVELT**. All of them, plus a few more which are put in supplementary letters. Now, if you like, I can go through this fairly fast.

**Senator SMOOT**. We have them here.

**Mr. ROOSEVELT**. You have them there, but I will explain the reasons.

**Senator SMOOT**. We have what the present law contains, we have what you in the department have estimated, and then we have those that have been allowed and those that have not been allowed.

**Mr. ROOSEVELT**. In the office of the Secretary, Mr. Daniels asked for an increase of \$250 for the private secretary to the Secretary. That is to conform to the private secretary's salary in the Department of Justice. That was not allowed.

The **CHAIRMAN**. What was that? I did not catch that.

**Mr. ROOSEVELT**. The private secretary to Mr. Daniels, who now gets \$2,500.



The CHAIRMAN. He wanted \$2,750?

Mr. ROOSEVELT. Yes.

The CHAIRMAN. What is next?

Mr. ROOSEVELT. In regard to the secretary, stenographer, Mr. May, an increase was asked from \$1,600 to \$1,800. That was not allowed.

The next is the private secretary to the Assistant Secretary, for whom we ask a large increase, from \$1,800 to \$2,400. I might say very briefly that the private secretary of the Assistant Secretary of War gets to-day \$2,400. In both the War Department and the Navy Department there is only one Assistant Secretary. That means that when the Secretary is away I become Acting Secretary. There is nobody to take my place, literally nobody, and all of my correspondence has to be handled by my private secretary. That means that he has to be an exceedingly high-grade man. As you know, most of the contract work in the department comes through my office, and the private secretary to the Assistant Secretary must be a man who has wide knowledge of business affairs. I consider it a business proposition; and there is the distinct precedent on the other side of the building.

The CHAIRMAN. What does he get now?

Mr. ROOSEVELT. \$1,800.

Senator SMOOT. He is a class 4 clerk.

Mr. ROOSEVELT. The next is an increase for the estimate clerk of \$200, from \$1,800 to \$2,000. The War Department pays \$2,000 and the Treasury Department pays \$2,500 for the same class of work—the man in the same position.

The next is the purchasing clerk, from \$1,600 to \$1,800. He is a member of the General Supply Committee of all the departments, and the average pay of the members of that supply committee is \$2,000; so that he is getting \$200 less than the average.

The Navy Department, of course, is one of the largest buyers in the Government to-day.

The next is an increase of \$300 for the carpenter, Mr. Eller. The carpenter of the War Department and the carpenter of the Post Office Department get \$1,200 each. This man is an exceedingly valuable employee, and does an immense amount of work in the department itself, which saves the letting out by contract to jobbers.

Senator SMOOT. Do you say that any of the other departments pay carpenters \$1,200 as carpenters?

Mr. ROOSEVELT. Yes; the Post Office Department and the War Department.

Senator SMOOT. I know some of the other departments do not. I have not looked this up.

Mr. ROOSEVELT. The next is mail messenger, an increase from \$840 to \$1,000. I have no precedent for that. He has been in the department since 1893, and is an excellent man.

Senator SMOOT. This is a new position that you are asking for?

Mr. ROOSEVELT. No; he is there now.

Senator SMOOT. I see in the Treasury Department they have two at \$1,000 and one at \$720. I say that is a new position; this mail messenger.

Mr. ROOSEVELT. Cutting out one clerk.

## ADDITIONAL CLERICAL FORCE.

Senator SMOOT. Yes; but I say that is a new designation.

Next, you ask for a clerk who shall be a telegraph operator, at \$1,100; telegraph operator, \$1,100; and assistant telephone switchboard operator, \$600. The House omitted that.

Mr. ROOSEVELT. The House omitted that. The House allowed two telephone operators, at \$720, and the telegraph operators were to come in under the Office of the Chief of Operations.

Senator OVERMAN. They allowed seven instead of six?

Senator SMOOT. The present law calls for seven clerks at \$1,000 each. The House allowed six at \$1,000 each, and gave a clerk who should be a telegraph operator at \$1,100.

Mr. ROOSEVELT. No; that was omitted and was not asked for this year.

Lieut. McCANDLESS. That is provided for under the Office of Naval Operations. It simply transferred from the old office to the new office of operations, which is created by the last act of Congress.

Senator SMOOT. All right.

## BUREAU OF NAVIGATION.

## ADDITIONAL CLERICAL FORCE.

Mr. ROOSEVELT. The next is the Bureau of Navigation. They have asked for two new chiefs of divisions.

Senator SMOOT. At \$2,000 each?

Mr. ROOSEVELT. At \$2,000 each. The proposition in navigation is this: Navigation runs the personnel of the Navy, and we are asking for an increase this year of 10,000 men; or, in other words, an increase from 51,400 to 61,400 men. That simply means more records all the way through.

We are also asking for 2,500 more marines, and the force in the office building to take care of those men really has to be increased.

Senator SMOOT. Did you present this to the House Committee on Appropriations?

Mr. ROOSEVELT. I did not, but the bureau itself did.

## OFFICE OF NAVAL INTELLIGENCE.

## ADDITIONAL CLERICAL FORCE.

The next is the Office of Naval Intelligence. Commander Knox is here, and I will ask him to explain about that office, and I will say, in a nutshell that naval intelligence has been, all through the recent history of the Navy, an unimportant office. It was concerned principally with the naval attachés abroad, who got very little information from abroad. Now it has been put on a much more business like system. The work of the office I suppose has increased 400 or 500 per cent in the past year. It has been thoroughly reorganized, and it has been shown by this war in Europe that the reorganization is necessary if we are going to keep pace with what other countries are doing. Commander Knox will explain these particular increases.

Commander KNOX. May I preface my remarks by saying that originally the office was for obtaining information of general interest.

It had no particular bearing upon the operations of the Navy as a whole. The European war, however, has demonstrated that, in order to operate, a fleet must have information, and we are trying now to do something along those lines to prepare the office to deliver the goods for the fleet, to give the fleet information in time of war, and to give the newly created office of Chief of Naval Operations the military information upon which he can base war plans. It is primarily for that purpose that these increases are requested. The office has undertaken new functions which were never before tried and never before contemplated, but which have come to be entirely necessary in order to operate in time of war and to prepare plans for such operations. Those functions are principally the creation of an information service, the collection of a great deal of information at home, such as information regarding American merchant vessels and obtaining information concerning the resources of this country in the manufacture of munitions generally, and we simply can not do that unless we get additional clerical assistance. The House committee gave us no increase at all, and the need for that increase has been found to be immediate and pressing. We asked originally for two clerks.

Senator OVERMAN. What kind of information would you get as to merchant vessels?

Lieut. McCANDLESS. I can explain that part, sir. I am Lieut. McCandless, attached to the office of the Chief of Naval Operations. In case of war the Navy would require 2,031 vessels; some as scouts and some as mine sweepers and some as mine planters and mine layers, and all of that work devolves on the Office of Naval Intelligence. They conduct the correspondence making the arrangements with the various concerns for the inspection of these vessels, and when this inspection is made a report comes in and the Chief of Naval Operations goes over it and takes the plans of the General Board and says, "This vessel has the speed." For instance, the *Great Northern* and the *Northern Pacific* have a speed of 25 or 30 knots. Those vessels will be suitable as scouts, but we want four of those. Mayhap they will be in distant parts of the world when war breaks out and we want more than four to draw on—some eight or ten—and all of the work of conducting the correspondence, keeping the records, and getting everything ready so that when war comes these vessels will be available devolves upon this Office of Naval Intelligence to furnish the intelligence to the Chief of Naval Operations; and that is something new in their work which they have taken over this year.

Senator OVERMAN. These merchant vessels are to be auxiliaries for the Navy, then?

Lieut. McCANDLESS. Yes.

Senator OVERMAN. I thought it was gathering information of ship owners.

Commander KNOX. Heretofore our instructions have not allowed us to obtain information in this country. All that we obtained was that which we got abroad. The new appropriation bill contains a large item for the obtaining of information at home, and unless clerical force is furnished to assist in that work, it will be very greatly retarded and handicapped. For example, just take one item. We know that Roebling & Son are furnishing an enormous quantity of wire netting for the capture of submarines. We know that very

generally. What we want to do is to be able to find out definitely what they are making and how they make it, and all the details in connection with it, which at present, by law, we are not allowed to do. That is merely one illustration of the vast number of things which can be undertaken to obtain information of our own resources within the United States.

Senator OVERMAN. Have you any information as to how many have been caught in these wire nettings?

Commander KNOX. We have some information on that point; yes, sir; but it is not complete. Of course, that is not our business particularly.

The CHAIRMAN. Well, Mr. Secretary, what is next?

#### PURCHASE OF SUPPLIES.

Mr. ROOSEVELT. The next is on page 80, line 23. We asked that the words be added, "stationery, furniture, and miscellaneous supplies." That is a matter of construction. We are asking for this specifically because all supplies, except regular office furniture which is necessary for the conduct of the work of the office, are now and have always been purchased from this appropriation; but since the department also has a contingent appropriation we wish to avoid any question arising as to the proper appropriation chargeable with material that may be purchased under these classifications. This office, the Hydrographic Office, differs from all the other bureaus of the United States, as it must have facilities for filing and storing large numbers of charts and nautical equipment, and this just provides that furniture may be purchased from this appropriation.

It is furniture of a type common to two or three great offices which the appropriation as now worded will not cover, and to lessen the difficulty of distinguishing between two classes and to centralize the business of conducting the work of the Hydrographic Office this change is desired that these words may be put in. For instance, take a bookcase of a particular class. It is a little difficult to tell, if it is specially fitted for charts, whether it is office furniture and should come out of the general appropriation or whether it is a special type and should come under the appropriation for the Hydrographic Office.

Senator OVERMAN. You have no trouble about that?

Mr. ROOSEVELT. We have never had any trouble. This is to simplify matters.

Senator SMOOT. I think this is rather too broad, this language here, "stationery, furniture, and miscellaneous supplies." That would take in every kind of supplies, and it seems to me the policy in the past has been that those supplies should be purchased by the supply-purchasing agency. If you put it in here, would there not be a conflict?

Mr. CURTIS. We wish to have all the Hydrographic Office supplies bought from other than contingent expenses.

Senator SMOOT. But if we allow you to do it, nearly every other department will come here and ask for the same thing, and it will be breaking up that system which we have got established now for the purchasing of all our supplies, and this would be the first step in that direction, that I know of, and I do not feel that it ought to be allowed. If there is any question here as to the furniture, I have no

objection to that thing. That is all right. But where it comes to the question of stationery and where it comes to the question of miscellaneous supplies, I do not believe that we ought to start in here and break into the system we have already got established in purchasing these items for the Government in general.

Mr. ROOSEVELT. Furniture is the item with which we are principally concerned.

Senator SMOOT. For furniture, I would not care, but the other I would object to. You want to buy this furniture now?

Mr. ROOSEVELT. Yes.

Senator OLIVER. Put in the word "furniture" after the word "copper" in line 23.

Senator SMOOT. Put in the word "furniture" after the word "copper" and before the semicolon. That is all right. I would not object to that. But we have a purchasing agency in the Government.

The CHAIRMAN. A committee which makes purchases. Now, he wants to buy stationery, furniture, and miscellaneous supplies independently of that committee.

Senator SMOOT. Yes. I say that they should not do that.

The CHAIRMAN. If you are going to put in "furniture," why not put in "stationery"? That committee buys furniture as well as stationery.

Mr. CURTIS. It is not the intention to buy this furniture in any other way. We buy this under the General Supply Committee, but it is simply that we want to charge it to the hydrographic appropriation instead of the contingent appropriation of the Navy Department.

Mr. ROOSEVELT. Yes; we get the same furniture in the same way and simply charge it to the appropriation of the Hydrographic Office instead of to the contingent fund of the Navy. That is what we want to do.

Senator OVERMAN. You want to buy it in the same manner?

Mr. ROOSEVELT. In the same manner.

Mr. CURTIS. It is bought in the same manner, off of the schedule, and we merely want to charge it to the Hydrographic Office appropriation.

The CHAIRMAN. Can you not make that a mere matter of book-keeping and charge it there as you please?

Mr. ROOSEVELT. We cannot do it.

Senator OVERMAN. How have you been buying furniture in this department before?

Mr. ROOSEVELT. Partly out of one appropriation and partly out of the other.

Senator SMOOT. The House provided a contingent appropriation for the purchasing of that furniture. Now, it seems to me that that is where the appropriation for furniture ought to come, under the contingent expenses. Is it because you have not sufficient appropriation under contingent expenses to buy the furniture that you want?

Mr. CURTIS. Yes, sir.

Senator SMOOT. And you want to buy it under this particular appropriation?

Mr. CURTIS. Under this appropriation. We have sufficient money in the Hydrographic Office appropriation, and the contingent expense fund of the Navy Department is very short.



Senator SMOOT. I will say this, that the present law for contingent expenses last year appropriated \$40,000, and the House has increased that this year to \$42,000.

Mr. CURTIS. Yes; we wished them to increase it to \$50,000.

Senator SMOOT. Yes. The House did not want you to do it. What I think will be better, if we are going to have an increase at all, is to give them this increase under contingent expenses and let them buy it as they always have, rather than to put it here. Then you can go on and buy your furniture.

The CHAIRMAN. You could buy anything you pleased out of it.

Mr. ROOSEVELT. Yes; but we do not want that \$8,000 additional for this furniture in the other appropriation. We do not want any more money. We have got enough.

Senator SMOOT. We give you \$26,000 under that paragraph, beginning in line 17, page 80, "For copperplates, steel plates, chart paper," etc., and now you want to add to that——

Mr. ROOSEVELT. We do not want any more money.

Senator SMOOT. Why not take \$8,000 of this \$26,000, then, and put it over here in the contingent expenses?

Mr. ROOSEVELT. Because that \$8,000 we do not want to use altogether for furniture.

Senator SMOOT. How much do you want?

Mr. ROOSEVELT. We do not want any more for this furniture.

Senator SMOOT. But how much furniture did you want to buy out of the \$26,000 appropriation?

Lieut. McCANDLESS. Does this contingent fund in the Hydrographic Office come under the sale of charts?

Mr. ROOSEVELT. I have no idea exactly how much.

Mr. CURTIS. That varies every year. The number of charts they are publishing increases constantly, though.

Senator OVERMAN. So long as you get the furniture, what difference does it make which fund you charge it to?

Mr. ROOSEVELT. It is not, I am frank to say, a very important matter. To-day out of this \$26,000 we buy special furniture to hold charts, etc., and we buy the desks and chairs and electric fans and such things out of the appropriation on page 88.

Senator SMOOT. Contingent expenses?

Mr. ROOSEVELT. Yes. Simply for the purpose of knowing how much we spend in the Hydrographic Office, we would like to buy all of the furniture, desks, and chairs and all things of that character, out of these funds.

#### NAVAL OBSERVATORY.

Mr. ROOSEVELT. The next is page 82, Naval Observatory.

Senator SMOOT. Instead of one clerk of class 4, you want a chief clerk?

Mr. ROOSEVELT. We want a chief clerk instead.

Senator OVERMAN. That means an increase of salary hereafter.

Mr. ROOSEVELT. \$200.

Senator OVERMAN. If you make him chief clerk now, he will come in and say he ought to be paid like other chief clerks, and will want \$2,500.



Senator SMOOT. That is all that means.

Mr. ROOSEVELT. The next is on page 83, a motor truck. There are two horse-drawn passenger-carrying vehicles out at the Naval Observatory used for communicating with the city. They are used out there on Massachusetts Avenue. In connection with this, it is suggested that the clause relating thereto be extended by inserting the word "purchase," so that it will read "purchase, maintenance, repair, or operation of horse-drawn, passenger-carrying vehicles." If an accident should befall the present outfits making them useless, we would have no relief. This would agree with the phraseology of other appropriations concerning appropriations for like purpose.

Senator SMOOT. If you want a motor truck we had better make a direct appropriation for it rather than to have it in a lump sum this way.

Mr. ROOSEVELT. A motor truck has been allowed, but we ask that it be amended so as to provide for the exchange of a motor truck, as per our letter to Senator Martin.

Senator SMOOT. It is not old enough yet to begin to talk about exchange, is it?

Mr. ROOSEVELT. No, but perhaps it is a great deal cheaper to exchange it at the end of two years than it is to purchase. We do not anticipate exchanging it, but we would like to have the authority to exchange it rather than sell it and put the money into miscellaneous receipts.

Senator SMOOT. But why not leave it until you want to exchange it?

Mr. ROOSEVELT. We might want to exchange it in the middle of the first year, if it had a broken axle. It might be cheaper to exchange it than to repair it.

Senator SMOOT. If it is, you had better not buy that kind of a truck again.

Senator OLIVER. You ought to be at liberty at any time to exchange a motor truck.

Mr. McCANDLESS. If we have an accident at any time it would be well to have this authority.

The CHAIRMAN. Where is that to come in?

Mr. ROOSEVELT. "Operation or exchange."

Senator SMOOT. So that it would read this way, "Maintenance, repair, operation, or exchange."

The CHAIRMAN. I think that is harmless and might be useful.

Senator SMOOT. If they had a smash-up the authority to exchange might be useful.

Senator OLIVER. They might find themselves saddled with a bad machine. I know the automobile I am running now I would be glad to exchange. It would be a good thing if it happened to be a bad car of the kind.

Senator OVERMAN. They all have their individualities.

#### BUREAU OF STEAM ENGINEERING.

Mr. ROOSEVELT. The next is on page 83, at the bottom of the page, and Lieut. Hooper, who is here, wishes to speak about a new estimate. The first is on line 23, the words "Four of class 3." We ask that one be \$1,800.

The CHAIRMAN. Three of class 3?

**Mr. ROOSEVELT.** Yes.

**The CHAIRMAN.** What next?

**Senator SMOOT.** You want two radio aids at \$3,130 each.

**Mr. ROOSEVELT.** That is according to a supplementary letter which has come up.

### **STATEMENT OF LIEUT. BYRON McCANDLESS.**

**Lieut. McCANDLESS.** The development of the radio service has been something phenomenal within the last four or five years. Mr. Hooper at the present time is in charge, in the Bureau of Steam Engineering, of the material part of radio, has charge of the design and supply of all material for the ships of the fleet and the shore stations. He was the first fleet radio officer, and was able to organize that service to a high degree of efficiency, so that even at night, when we were steaming without our lights, given a signal "Ships right" or "Columns right about," we would have an acknowledgment in eight seconds, and no lights showing of any kind. Another time we arrived off the entrance to Ambrose Channel, at New York, a fog shut down, and a signal was given to anchor, executed, the fog lifted, and all the ships were in exact position. That could not have been done previous to his work. He also got up radio tune shifters, so as to shift from one tune to another rapidly, to prevent interference of the foreign ships, and his work in that line put the fleet far ahead of anything abroad.

Then, on coming ashore, he was sent abroad, during the present war, and obtained a great deal of information which he is applying to new design of our radio installations aboard ship, and he has increased the range from about four or five hundred miles to fifteen hundred miles by installing these arc sets instead of the spark sets.

He was primarily responsible for a new system of communication that has been put into the Office of Naval Operations. The radio station out at Arlington has now an arc set and a spark set, and while the operators were there, it was practically a one-track radio. You could use only one set at a time, the aerial was used for sending, and then you had to stop and listen for the reply. On his suggestion we have put the aerials for receiving on top of the State, War and Navy Building, the operators are in there, and instead of the key being in the sending house at Arlington, it is in the Navy Department, a few feet of wire were added and the operators had the sending from the Navy part by this relay key, and hear themselves sending, but one man who is sending does not interfere with the four other wires that are operating. So that it has practically quadrupled the efficiency of sending and receiving. Both sets, the arc and the spark, can be sending, and the other can be receiving at the same time.

A similar thing is going on in the matériel everywhere. They are putting in about six large stations, three of them the largest in the world, and the Chief of Naval Operations has this operation of the radio service under his charge, and we operate it there. Mr. Hooper, in steam engineering, has charge of the design and supply of this material.

Since this progress started they have only had one clerk there and one stenographer, and it is hoped and asked that these two expert radio aids be provided and an additional clerk, in order that they may take up all of this work of keeping track of the design and

matériel and keep economic track of all the expenditures and to aid him so that his work and work of similar officers who are coming up in the fleet when they come ashore may be expended in directing new designs, and these expert radio aids will keep in touch with the Bureau of Standards and with other operations going on, inspect these stations that are being put up, and in that way make progress. As it is now, he has to be counting the pennies and doing the best that he can.

The CHAIRMAN. You want two expert radio aids at \$3,130 each?

Lieut. McCANDLESS. Yes, sir; that is \$10 per day; and he wants one clerk of class 2.

The CHAIRMAN. Making it six instead of five?

Lieut. McCANDLESS. Yes, sir.

Senator OVERMAN. I see you have \$3,000 for expert telegraphy. • That is a different thing, of course?

Lieut. McCANDLESS. In these communication offices we have established, we have the radio, the telegraph, and the telephone—all together. Anything that comes in, whether it is in code or not, comes in this office, and there is an officer on watch all the time, and he codes or uncodes these messages. These telegraphers are the people who stand watch all the time on the land wires. These other stations are talking with Darien or San Diego, or to the distribution stations, Boston, Charleston, Key West, and other stations. So that right in the Navy Department at this moment we have telephone, telegraph, and radio communication all over the world, due to this system of organization which these people have gotten up. Mr. Roosevelt can tell you about the success of that. It has come all within the last six months.

The CHAIRMAN. I do not think the committee will have any difficulty about giving you two radio aids. It is so mysterious that we do it without knowing much about it.

#### **STATEMENT OF LIEUT. STANFORD C. HOOPER, BUREAU OF STEAM ENGINEERING, NAVY DEPARTMENT.**

Lieut. HOOPER. We have started out from nothing in the last 8 or 10 years of radio, and we have built up the biggest radio system in the world.

The CHAIRMAN. I think the achievements entitle you to these two aids. I have no doubt about it.

Lieut. McCANDLESS. This radio service took in \$60,000 last year from commercial work, which is turned into the Treasury, and they can not touch that. These people save ten times the amount that is given them.

Senator ROBINSON. What is the total cost of the service?

Lieut. McCANDLESS. I do not know.

Lieut. HOOPER. It is all there, anyway, because we have it there for the Government's use. We are building the biggest stations in the world now, with a 5,000-mile range, and we do not have any help at all; and we do not have any way to keep track of anything, or any clerks. I have to administrate the thing, design everything, and buy everything; and we have so much going on that we just can not do it at all.

Senator SMOOT. What power do you use?

Lieut. HOOPER. At Arlington we have 100 kilowatts.

Senator SMOOT. Is that all you are using?

Lieut. HOOPER. We are going to have 350 kilowatts at the stations we are now building at Pearl Harbor and Cavite.

Mr. ROOSEVELT. The next is page 84, line 3, asking for an increase of a laborer from \$600 to \$720. This is a very worthy and competent employee, and her present compensation does not compare with the duties required nor the manner in which they are performed.

Senator ROBINSON. What does she do?

Mr. CURTIS. This employee is charged with the filing of drawings and blue prints in the Bureaus of Engineering and Drafting, a position of considerable responsibility.

Mr. ROOSEVELT. I believe she is carried as a laborer.

The CHAIRMAN. We will think about that; but the greatest problem we have to worry us is one that the Assistant Secretary of the Navy knows something about—increasing pay. Everybody wants it.

Senator SMOOT. Can you not promote her?

Mr. CURTIS. If there was a vacancy, we would; but we have not very many places.

Senator SMOOT. Keep her in mind.

#### BUREAU OF CONSTRUCTION AND REPAIR, NAVY DEPARTMENT.

Mr. ROOSEVELT. At the bottom of page 84 you will find the next. I might say that these three bureaus, Steam Engineering, Construction and Repair, and Ordnance, are going to bear most of the weight of the big increase in ships. In other words, the designing and the building of the proposed new fleet will fall on those three more than on anybody else.

Senator OVERMAN. Does building an armor plant come under this section?

Lieut. McCANDLESS. That would come under Yards and Docks and Ordnance.

Mr. ROOSEVELT. We ask for nine additional places and that three be dropped, making a total increase of six. The House allowed only one new clerk, at \$1,300. The chief of the bureau in his recommendation says:

In making recommendations relative to the clerical force, the bureau has had in view to so arrange the force as to reduce the number of transfers and resignations. The records of the past five years indicate that the changes in the clerical force amount to something over half the total force every three years. This failure to retain in the employ of the bureau men who have been trained and who possess technical knowledge so necessary for its work is a serious handicap in carrying on the work efficiently. The bureau believes that its many losses through resignation and transfer are mainly attributable to the lack of any reasonable prospect of advancement in pay as compared with that obtainning in other branches of the public service and in civil life for men of equal merit. The average pay of the clerks in this bureau is less than in any other bureau or office of the Navy Department.

(As to the last sentence, Navigation has also claimed the same distinction.)

The Navy Department as a whole pays less to its clerical force, I think, than any other department of the Government, and the result is that we are the training ground for all the other departments. That is essentially so in this bureau and in the Bureau of Supplies and Accounts. We keep losing men to other departments all the time, because the pay in those other departments is higher.

Senator SMOOT. They all claim that they are losing men to the fellow outside.

Mr. ROOSEVELT. There is a table here that shows that 23 men are now receiving 34 per cent more pay than they were receiving at the time of leaving the bureau; that is, in other departments right here in Washington.

Senator SMOOT. You want two clerks at \$2,000 each.

Mr. ROOSEVELT. We want two clerks at \$2,000 each.

Senator SMOOT. You want a reduction in the 15 clerks at a thousand?

Mr. ROOSEVELT. Yes.

Senator SMOOT. The House gave you three more than were estimated for.

Senator OVERMAN. It did not give them any in the other class.

Mr. ROOSEVELT. It gave them to us down below.

Senator OVERMAN. You can not promote, then?

Mr. ROOSEVELT. No. We would actually rather have some of those down below cut out, and give us one or two higher paid at the top.

Senator SMOOT. You want a messenger at \$840?

Mr. ROOSEVELT. Yes.

#### BUREAU OF ORDNANCE, NAVY DEPARTMENT.

Mr. ROOSEVELT. The next is on page 85, the Bureau of Ordnance. The bureau estimates represent a reduction of a thousand dollars in the current appropriation, caused by the dropping of one ordnance engineer, mechanical draftsman and computer at \$3,000, and the substitution of one clerk of class 5 at \$2,000. The work heretofore performed by the ordnance engineer has been centralized at the Naval Gun Factory, and that position is no longer required in the bureau. As a matter of good administration it is deemed advisable to have a high-grade clerk assigned to the checking of the cost of ordnance manufactured, and investigation of questions involving points of law, royalties, payments under patent agreements, and so on, and the estimate for one clerk, class 5, has been prepared accordingly. If this place is allowed, it will be of great benefit to the bureau.

#### BUREAU OF SUPPLIES AND ACCOUNTS, NAVY DEPARTMENT.

Mr. ROOSEVELT. The next is on page 86, and Admiral McGowan is here himself with an eloquent plea. I might say, before he starts his statement, that the work of the Bureau of Supplies and Accounts has increased about 25 per cent in one year.

The CHAIRMAN. Admiral McGowan's efficiency over some of those who preceded him is more than that, so he might not need any increase.



**STATEMENT OF PAYMASTER GENERAL SAMUEL MCGOWAN,  
BUREAU OF SUPPLIES AND ACCOUNTS, NAVY DEPARTMENT.**

Admiral MCGOWAN. If there has been an increase in the efficiency, it has been attributable almost entirely to the good work of the men for whom I want to say a word. Any other advantage that has been gained has been directly and wholly attributable to the help that we got from superior authority. I am simply the middle man.

Senator ROBINSON. A very modest statement.

Admiral MCGOWAN. It is the truth. You have heard a great deal about the Chief of Naval Operations. You have not heard near so much as he deserves. That is the biggest thing in the Navy Department, the newest and the biggest, and, if I may be permitted to say so, the best, the Chief of Naval Operations. The man who properly fills the office that I am attempting to occupy must himself be the chief of naval cooperation, for the reason that all these other technical, scientific establishments—bureaus, offices, what you will—naturally in the last analysis lean on the Bureau of Supplies and Accounts. It is not spectacular. There is not even any mystery about it. In fact, it is and of right must be absolutely wide open; the more publicity the better. It is just hard work, and the people who are there have not any scientific side to attract them. There is no technical force to do what amounts to technical work, for the reason that it is just business, just common sense, just work. Therefore the wage scale, comparatively low as it shows up in the tabulated reports, is much lower really if comparison were made with the entire civil forces of the other bureaus of the department, for the reason that our people having just work, nontechnical work, are all classed as clerical. Some of these men, if they did not make outside three or four times what they are making here, I should be very much surprised. Take Clyde Reed, C. E. Miller, Kirk Holmes, Barr, Fortune, E. F. Miller, Hollinger—I could call the roll right down—they are wonderful men.

This increase that is asked over what the House has allowed is simply to give \$6,720 increase all along the line in the wage scale. There are 12 droppings of lower-grade places, 12 increases of the higher grade. It is just a shift all along the line to open the door of hope. With all due respect, the House committee unintentionally made one error. They thought that these increases were gross. If they had known the Secretary and the Assistant Secretary of the Navy as well as I do, by experience, they would be sure those figures are net, for I went personally to the Assistant Secretary and explained—and had to explain—every single cent of the estimate, and then to the Secretary, and I showed them the details, which they now know so well. I showed them in detail that these figures were absolutely net, and it was to stop the procession out of the Bureau of Supplies and Accounts—stop us from being the training school for other departments of the Government. For instance, just before these estimates were submitted, in 18 months 33 per cent of our entire force had left for where there was more pay—an adequate day's pay for a full day's work. One-third of the entire force had shifted in 18 months. This shifting continued right up to the time



that my superiors authorized that the estimates of the department might include this little less than 7 per cent increase.

The CHAIRMAN. Have you made some recommendations about reductions there?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. And some for increases?

Admiral McGOWAN. Yes, sir.

The CHAIRMAN. You know what the rule of the House is, do you not?

Admiral McGOWAN. I am afraid I am not very familiar with that.

The CHAIRMAN. They always adopt the decreases and then forget the increases.

Admiral McGOWAN. I think that is human nature.

The CHAIRMAN. I have never known them to reject a proposition to decrease.

Admiral McGOWAN. I am not surprised.

Senator SMOOT. The law provides now for two copyists at \$840. In the place of that you have estimated for one of those copyists as a clerk at \$1,400 and one at \$1,100.

Admiral McGOWAN. Yes, sir.

Senator SMOOT. What work do they do?

Admiral McGOWAN. The copyists are the beginners in clerical work.

Senator SMOOT. I know; but what work would those two copyists that are now drawing \$840 each do if we provided for them, one as a clerk at \$1,400 and one at \$1,100—the same work they are doing to-day?

Admiral McGOWAN. The work would not be changed. The copyists do ordinary typewriting. We try to give the beginners the lowest grade work. As soon as they are able to get a little higher grade work, we literally feed the work to them.

Senator SMOOT. If we paid copyists \$1,400 in your department, every department in the Government would be up here immediately for the same amount.

Admiral McGOWAN. That is either misstated in this paper or misunderstood. That is not a fact. I did not understand your question. No, sir; a copyist does not get \$1,400. No expert stenographer in the Bureau of Supplies and Accounts gets \$1,400. Will you permit me just a moment to finish the statement I was making about the procession out of the Bureau of Supplies and Accounts? We lost 33 per cent in 18 months. Then, when the department allowed this proposition for a slight increase to go into the estimates of the department, immediately, in October, this exodus stopped, the clerks hoping that they might get paid for what they did.

There was practically no more shifting, except, I think, two deaths, until the other day, when the House committee reported just about a third of what we asked for. Right away it commenced again. For instance, two came to my desk this morning, one application from the War Department and one from the Department of Agriculture. Here they are. It is absolutely cause and effect, and it is nothing to me personally; but it means everything to the Government; and the Bureau of Supplies and Accounts, as I said, works for all these other gentlemen, for all the bureaus and establishments. It is the utility service concern, and if our organization is destroyed,

as it will be if we do not get a considerable part, at least, of this modest increase that is asked, then the purpose for which the money is appropriated for national defense will be seriously interfered with—it is like writing a letter and then not putting a stamp on the envelope.

The CHAIRMAN. What are the specific items that you want? Did you have written out a list of reductions and increases?

Admiral McGOWAN. Yes, sir; page 76.

Senator SMOOT. Before you proceed with that, let us refer again to the copyists.

Admiral McGOWAN. Yes, sir.

Senator SMOOT. If we adopted the estimates as called for, what would you do for a copyist? None would be provided for under the heading of Bureau of Supplies and Accounts.

Admiral McGOWAN. There would be simply a gradual promotion all along the line. The copyists would not get \$1,400. They would simply go up to the next grade above that.

Senator SMOOT. But in the estimates you provide that they shall be dropped, and no copyist is provided for.

Admiral McGOWAN. That is correct, for the reason that they are rated that way, and paid so little; that is all we have been able to get heretofore.

Senator SMOOT. As a copyist?

Admiral McGOWAN. Yes, sir.

Senator SMOOT. So you want to change the word "copyists" into "clerks"?

Admiral McGOWAN. Yes, sir; we want to get the clerks of the next higher grade, that is all.

The CHAIRMAN. And you will have none called "copyists"?

Admiral McGOWAN. No, sir.

The CHAIRMAN. There is very little copying, strictly, to be done?

Admiral McGOWAN. Practically none. We do not have time to copy anything in the Bureau of Supplies and Accounts. I wish Mr. Roosevelt would tell you some more about this. He knows all about it. It is right under his shadow.

Senator SMOOT. You might recite the case just as it is, and then notify the committee what clerks you really must have, because this is simply an increase of salary. You want one clerk increased from \$1,000 to \$2,000; you want one clerk increased from \$1,000 to \$1,800; you want two clerks increased from \$900 to \$1,800; you want one clerk increased from \$900 to \$1,600; you want two clerks increased from \$900 to \$1,400; you want one copyist increased from \$840 to \$1,400 and the title changed to "clerk;" you want one copyist increased from \$840 to \$1,100 and the title changed to "clerk;" and you want one messenger boy increased from \$400 to \$600. What particular class of clerks do you really think must be increased that you could really get along with?

The CHAIRMAN. It is only \$6,720, but that is in the Bureau of Supplies and Accounts, and if every bureau in the Government comes along—and some of them come with a much higher percentage of increase than that—they will get beyond the possible. So if you could boil it down and give us a revised list of every bureau in your department and of the needs that are vital and those that can be omitted without serious detriment to the service, it would be a great help to us.

Mr. ROOSEVELT. I think I can do that.

The CHAIRMAN. We will be glad if you will.

Mr. ROOSEVELT. It is a difficult thing to discriminate between these bureaus.

The CHAIRMAN. But it is harder for us, because we go into it with our eyes shut, so that we may cut off the most vital places.

Mr. ROOSEVELT. For instance, here is what makes it hard for me to discriminate. In the Bureau of Supplies and Accounts and in the Bureau of Construction and Repair they have lower pay on the average, and they do need an increase in the amount paid. The other bureaus, where they get better pay, do not need additional pay, but they need additional individuals.

The CHAIRMAN. You will just have to try to use your own discriminating power and do the best you can to help us.

Mr. ROOSEVELT. I will.

Admiral McGOWAN. May I add just a word to what Senator Smoot was saying? I think, Senator, you have an erroneous idea about the \$840 copyist becoming a \$1,400 clerk. The individual does not progress.

Senator SMOOT. I take it from the Book of Estimates.

Admiral McGOWAN. The individual does not make that jump. The individual only goes up to the next grade. It is for a gradual, slight promotion all along the line, to enable us to hold our force.

The CHAIRMAN. Speaking for myself only, I feel like showing a great deal more consideration for the defense departments, like the War and the Navy, than I do for some others. I am turning a deaf ear almost absolutely to the others, just because the Government has not the money; but putting the country in a state of defense, I feel we must do something for vital places like the Army and the Navy, particularly the Navy.

Mr. ROOSEVELT. I think I can boil some of these down.

The CHAIRMAN. I think so.

Senator SMOOT. Before you leave this, I would like to have a little information. For instance, the first thing you ask is for one clerk, \$1,000 to \$2,000. That is doubling his pay. Is that absolutely necessary?

Mr. CURTIS. It is an \$1,800 clerk who would go to the \$2,000, a \$1,600 to the \$1,800, a \$1,400 to the \$1,600, the \$1,200 to the \$1,400, and the \$1,000 clerk is dropped.

Mr. ROOSEVELT. In other words, by apparently one promotion you will enable us to promote five men \$200 apiece.

Mr. CURTIS. It encourages the entire force.

Senator SMOOT. Then, there is one clerk here from \$1,000 to \$1,800.

Mr. ROOSEVELT. You increase four clerks \$200 apiece.

Admiral McGOWAN. The individual man does not jump to the top. It simply shoves everybody up slightly and does away with the bottom job.

Senator OVERMAN. The \$840 copyist would go to \$1,400?

Admiral McGOWAN. No; he goes to \$900.

Senator SMOOT. The next time you fix your estimates up you had better make them better than this.

Admiral McGOWAN. Our language is very imperfect, but our intentions are all right.

The CHAIRMAN. We will have to have some different language from what you use to accomplish what you say you are driving at.

Admiral McGOWAN. Yes, sir; I have it here in plain words of one syllable, if you will let me hand it in to the stenographer.

(The following papers were submitted by Admiral McGowan for insertion in the record.)

Amendments to be made to legislative, etc., bill (H. R. 12207) to make same agree with estimates submitted to Congress by the Secretary of the Navy, so far as pertains to Office of the Secretary and Bureau of Supplies and Accounts:

Office of the Secretary:

1. Page 78, line 4, change the pay of private secretary to secretary from \$2,500 to \$2,750.
2. Page 78, line 4, before "clerk to Secretary," insert "private secretary to Assistant Secretary, \$2,400."
3. Page 78, line 5, before "disbursing clerk," insert "stenographer to Secretary, \$1,800."
4. Page 78, line 6, change the pay of estimate clerk from \$1,800 to \$2,000.
5. Page 78, line 7, before the word "stenographer," insert "correspondence clerk, \$2,000."
6. Page 78, line 7, after "\$1,800," insert "purchasing clerk, \$1,800."
7. Page 78, line 7, contingent upon the allowance of items 2 and 5, above, omit the words "two of class four."
8. Page 78, line 7, contingent upon the allowance of items 3 and 6, above, change the word "three" to "one."
9. Page 78, lines 9 and 10, change the pay of carpenter from \$900 to \$1,200.
10. Page 78, line 10, before "four messengers" insert "mail messenger, \$1,000."
11. Page 78, line 10, contingent upon the allowance of item 10, change "four messengers" to "three messengers."
12. Page 78, line 13, contingent upon the allowance of all of the foregoing, change "\$81,140" to "\$83,250," which would still leave the appropriations for "Salaries, Office of the Secretary," \$1,430 less than the appropriations for the current fiscal year.

Bureau of Supplies and Accounts:

1. Page 86, line 15, after the word "clerks," insert "one \$2,000."
2. Page 86, lines 15 and 16, change "four of class four" to "seven of class four."
3. Page 86, line 16, change "eight of class three" to "nine of class three."
4. Page 86, line 16, change "seven of class two" to "ten of class two."
5. Page 86, line 17, change "ten at \$1,100 each" to "thirteen at \$1,100 each."
6. Page 86, line 17, contingent upon provision being made for at least two positions of a higher rating, change "twenty-eight at \$1,000 each" to "twenty-six at \$1,000 each."
7. Page 86, lines 17 and 18, contingent upon provision being made for at least seven positions of a higher rating, change "fourteen at \$900 each" to "seven at \$900 each."
8. Page 86, line 18, contingent upon provision being made for two higher ratings, omit "two copyists, at \$840 each."
9. Page 86, line 19, change "three at \$600 each" to "four at \$600 each."
10. Page 86, lines 19 and 20, contingent upon the allowance of item 9, above, change "three at \$400 each" to "two at \$400 each."
11. Page 86, line 20, contingent upon the allowance of all of the foregoing, change "\$118,890" to "\$125,610."

The estimates as submitted for supplies and accounts provided for an increase of \$10,320—from \$115,290 to \$125,610.

Three thousand six hundred dollars was allowed—one statistician at \$1,800 (new) and two clerks at \$900 each (new). The amount not allowed in the House, \$6,720, provided for increases in the pay of the civilian employees by increasing the number of higher paid positions with corresponding decreases in numbers in the lower grades, without increase in the total number.

The present number and the number recommended for each grade is as follows:

Pay.	Recom- mended.	At present.	Increase or decrease.
Clerks at—			
\$2,000.....	1	0	+1
\$1,800.....	7	4	+3
\$1,600.....	9	8	+1
\$1,400.....	10	7	+3
\$1,200.....	15	15	.....
\$1,100.....	13	10	+3
\$1,000.....	28	28	.....
\$900.....	7	14	-7
\$840.....	0	2	-2
Messenger boys at—			
\$600.....	4	3	+1
\$400.....	2	3	-1
	94	94	.....

Net increase in money, \$6,720.

No decrease in numbers in the lower grade should be made, unless corresponding increases in numbers in higher grades are provided for.

As soon as the estimates were approved by the Secretary, the exodus of employees to other departments, which had been at the rate of 33 per cent in 18 months, stopped. As soon as the bill was reported to the House without the increases, the exodus recommenced. Two requests for transfers were received to-day; and it is noted that three or four others are making every effort to secure transfers to other departments. This unrest is due to the injustice of paying such small salaries in the Navy Department.

No provision has been made for increase in work or salaries incident to largely increased appropriations which will probably be made for the Navy for the ensuing year; but the numbers and pay are based solely on the work as it now exists.

Any increase in expenditures or the size of the Navy is immediately reflected in a corresponding increase in the work of the Bureau of Supplies and Accounts, which is a clearing house for naval activities so far as relates to the procurement of supplies and material and accounting work.

#### DIVISION OF MILITIA AFFAIRS, NAVY DEPARTMENT.

Mr. ROOSEVELT. The Division of Naval Militia Affairs is like some of these other divisions; it has increased its usefulness tremendously in the past year. Instead of a lot of inefficient local organizations called Naval Militia, we have a unified organization now of over 7,000 men, who can take their part at any minute right in the Navy. They are under the Navy. That has been accomplished by carrying on about six times as much work in connection with the Federal Government as ever existed before. In other words, we have, without changing the law, federalized the Naval Militia at the present time. We have accomplished that, and it has meant a great deal more work in the Office of Naval Militia, and we ask for no additional money, but the authorization of three additional clerks. In other words, the money does not come out of this; it comes out of the general appropriation.

So that practically in authorizing an increase here you are merely saying to the Secretary "Instead of buying so many more boots and shoes for the Naval Militia, you can buy a few less boots and shoes, and employ three more clerks." It does not increase the estimates.

Senator SMOOT. It comes out of the permanent annual appropriation.

Mr. ROOSEVELT. Yes. It gives him discretion which he has not got now.

#### STATEMENT OF CAPT. F. D. BASSETT, JR.

Capt. BASSETT. I would like just simply to say that section 177 of the Naval Militia act says specifically that the necessary clerical and office expenses of the Division of Naval Militia Affairs in the



office of the Secretary of the Navy shall constitute a charge against the sum annually appropriated under the appropriation for arming and equipping Naval Militia.

Senator SMOOT. If we put it in here, that will make an appropriation for which there will have to be some language to show that they are paid from that sum.

Capt. BASSETT. That is in the legislative act on page 87. The Secretary has approved an estimate for our division of \$13,300 for clerks, and \$3,600 for office expenses, both of which are payable from the annual appropriation for arming and equipping the Naval Militia. The House has passed the bill for clerks to the extent of \$10,100, exactly the same as last year, and has increased the office expenses from \$2,400 to \$3,000. What we want, and the Secretary has approved, is for this committee to recommend the Secretary's estimate, which is \$13,300 for clerks and \$3,600 for office expenses. The changes necessary are covered in a letter to Senator Martin of March 16, and consist of changing the chief clerk from \$1,600 to \$1,800, of adding one clerk of class 3, and changing three at \$1,000 to four at \$1,000, and adding one messenger at \$400.

Senator SMOOT. You want one clerk at \$1,800, you want one at \$1,600, you want one at \$1,000, and you want a messenger boy at \$400.

Capt. BASSETT. That is not complete. We want altogether four at \$1,000.

Senator SMOOT. That is one additional.

Capt. BASSETT. One additional; yes, sir.

Senator SMOOT. You want, additional to what the House gave you, one clerk at \$1,800, you want one clerk at \$1,600, you want one at \$1,000, and a messenger boy at \$400?

Capt. BASSETT. That is correct.

(The following letter was submitted by Capt. Bassett for insertion in the record:)

MARCH 16, 1916.

SIR: The legislative, executive, and judicial appropriation bill, H. R. 12207, passed by the House of Representatives on March 14, 1916, provides on pages 87 and 88 for a clerical force and office expenses that are inadequate for the proper conduct of the Division of Naval Militia Affairs on account of the rapidly increasing business of that division.

My approval of the estimate of the Chief of Division of Naval Militia Affairs carried with it expenditures for clerical force of \$13,300 as against \$10,100 as passed by the House of Representatives, and \$3,600 for office expenses as against \$3,000 as passed by the House of Representatives.

Capt. F. B. Bassett, United States Navy, Chief of Division of Naval Militia Affairs, in his hearing before the subcommittee of House Committee on Appropriations, legislative, executive, and judicial appropriation bill, 1917, pages 531 to 536, brought out clearly:

(a) That no money for clerical help or office expenses for the Division of Naval Militia Affairs has ever been appropriated by the legislative bill in any year since the passage of the Naval Militia act.

(b) That neither the appropriation of \$10,100 for clerical help nor \$3,000 for office expenses for the Division of Naval Militia Affairs as passed by the House of Representatives on March 14, 1916, are provided for in the appropriation carried by the legislative bill.

(c) That the increase from \$10,100 to \$13,300 for the clerical force and from \$3,000 to \$3,600 for office expenses for the Division of Naval Militia Affairs will not obligate the appropriation carried by the legislative bill.

(d) That the clerical force and office expenses for the division in question are paid for from appropriation "Arming and equipping Naval Militia," which is an annual appropriation for the Naval Militia contained in the naval appropriation act for each year. The authority for this charge is contained in the Naval Militia act of February 16, 1914.



(c) That the approval of my estimate for the clerical force and office expenses simply means that the Division of Naval Militia Affairs would have authority to expend \$3,200 more for clerical help and \$600 more for office expenses from appropriation "Arming and equipping Naval Militia," which appropriation is in no way connected with the legislative bill, instead of spending this same amount of money for items which the Navy Department has full authority to purchase under the Naval Militia act. I am confident that the best interests of the Federal Government and of the Naval Militia will be served and a more judicious expenditure of appropriation "Arming and equipping Naval Militia" effected if my estimate as submitted is approved. These facts, mentioned in Capt. Bassett's hearing (pp. 531-536, hearings before subcommittee of House Committee on Appropriations, legislative, executive, and judicial appropriation bill for 1917), seem to have been overlooked, or possibly misunderstood, by the Appropriation Committee of the House of Representatives.

In view of these facts, and on account of the vital importance of additional clerical force and additional funds for office expenses for the Division of Naval Militia Affairs, I request that the Senate Committee on Appropriations amend the legislative bill for 1917 as passed by the House of Representatives in accordance with my recommendation, a copy of which is attached, marked "Inclosure A." Should the committee desire further information on the subject, I request that Capt. F. B. Bassett, United States Navy, be called for a hearing.

Respectfully,

JOSEPHUS DANIELS,  
*Secretary of the Navy.*

The CHAIRMAN COMMITTEE ON APPROPRIATIONS,  
*United States Senate.*

[Inclosure A.]

The following is the estimate submitted by the Division of Naval Militia Affairs and approved by the Secretary of the Navy, covering the clerical force and office expenditures necessary for the proper maintenance of the Division of Naval Militia Affairs during the fiscal year 1917:

"For the following authorized by section seventeen of the Naval Militia act approved February sixteenth, nineteen hundred and fourteen, chief clerk, \$1,800; clerks—one of class three, one of class two, two of class one, \$1,100; four, at \$1,000 each; messenger boys—one at \$600 and one at \$400; in all, \$13,300.

"For all miscellaneous expenses, including stationery, furniture, office equipment, postage, typewriters and exchange of same, and necessary printing and binding, \$3,600, which sum, together with the foregoing amount for salaries, shall be paid from the appropriation for 'Arming and equipping Naval Militia' for the fiscal year nineteen hundred and seventeen, and no other or further sums shall be expended from said appropriation for or on account of said Division of Naval Militia Affairs during the fiscal year nineteen hundred and seventeen."

#### LIBRARY, NAVY DEPARTMENT.

Mr. ROOSEVELT. The next item is on page 88, line 9. This is a matter which I happen to know about myself, because it is directly under me. We are asking an increase of appropriation for the library from \$2,000 to \$3,000. Since this war began the number of books that have been written about the war has been jumping by the dozen every day, and in order to have a complete naval library we need an increased appropriation, just during this war period. I should say we would not need it for more than perhaps two years.

The CHAIRMAN. Do you consider that important?

Mr. ROOSEVELT. Yes. It is a serious matter now, because we can not keep up on the technical side.

The CHAIRMAN. You want \$1,000 more than the House gave you?

Mr. ROOSEVELT. Yes, sir. I think personally I can scale that to \$500.

The next is in line 14, the same thing, the exchange of an automobile.

The next is in line 18. We ask that that be restored from \$42,000 to \$50,000, according to the estimates. The addition of \$10,000 is divided into two sections. Five thousand dollars is needed to take care of the new office of Chief of Naval Operations, to take care of

their stationery and furniture, and so on. It is considered a conservative estimate for this office, which is new all the way through. The other \$5,000 is to pay for the drawing tables, sheets, pencils, and so on, in the increased force which has already been allowed in one of the deficiency bills for drafting, steam engineering, and construction and repair. It is to keep them going for the coming year.

In line 24, at the bottom of the page, we might add the words "in the District of Columbia." That conforms with the usual way of making an appropriation, I am told.

Senator SMOOT. That does not make any difference, unless you want to restrict it. The general law covers it, anyhow. But if you particularly want to restrict it, you can put it in.

The CHAIRMAN. Can you not get along with \$30,000?

Mr. ROOSEVELT. The \$30,000 now goes for the outside building we have, the Navy Annex. But under the urgent deficiency bill we have been authorized to rent \$3,000 worth of space outside to take care of this new drafting force, and we have already got an option, and the contract is being drawn, for the building on the northwest corner of Seventeenth Street and Pennsylvania Avenue, the two top floors over the clothing store. We have to have that. That is all.

The CHAIRMAN. That is all for the Navy Department, is it?

Mr. ROOSEVELT. Yes, sir.

## DEPARTMENT OF JUSTICE.

### STATEMENT OF MR. F. H. DUEHAY, ASSISTANT SUPERINTENDENT OF PRISONS.

The CHAIRMAN. You want an assistant superintendent of prisons at \$2,500, in lieu of a clerk of class 4?

Senator SMOOT. What are you doing to-day for an assistant superintendent of prisons?

Mr. DUEHAY. We have not had one for about 15 or 18 months.

The CHAIRMAN. Did you have one before that?

Mr. DUEHAY. Yes, sir. When I came in office we had an assistant superintendent of prisons at \$3,000, two inspectors at \$2,500, and a fourth-class clerk at \$1,800. The assistant superintendent resigned—we asked him to resign. Mr. McReynolds was Attorney General at that time, and we were expecting to fill his place, but Mr. McReynolds went out, and I thought we could get along without the assistant. We afterwards got rid of one of the inspectors at \$2,500, leaving us only one inspector. But with the Harrison Act requiring so many doctors' bills to be inspected, I thought we had better put an inspector back. The money for the inspector comes out of the field appropriation.

Senator OVERMAN. The internal revenue takes care of that, does it not?

Senator SMOOT. This is under the internal revenue, is it not?

Mr. DUEHAY. No, this is under the Department of Justice, and under the Harrison Act they bring these doped people into the jail, and then physicians have to attend them, and we find they charge very high bills for attending those prisoners. We have had to inspect bills and reduce them. For instance, we had two bills in the West that ran close to a thousand dollars for the same work that was done in the South for \$50. We had to immediately put a man out West to revise the bills, and they cut them more than half. They seemed to

think it was all right to charge a big bill and reduce it. So I found I could not get along without the inspector.

Senator OVERMAN. You have been putting dope fiends in the penitentiary?

Mr. DUEHAY. Yes, sir; under the Harrison Act.

The CHAIRMAN. You ask for just one assistant superintendent of prisons?

Mr. DUEHAY. Yes, sir; and he takes the place of the field inspector, and if we could put him in the legislative bill, we could make him do the work in the office while I am out on the field. You see, I have to go out as parole officer.

The CHAIRMAN. You get along without this now. Do you not think you could continue to get along without it?

Mr. DUEHAY. I do not get along without the chief clerk now.

The CHAIRMAN. You get along without the assistant superintendent of prisons now?

Mr. DUEHAY. I give up one clerk at \$1,800 and get back the assistant superintendent of prisons.

Senator ROBINSON. That represents a net increase of \$700 from the bill as passed by the House. It takes off one clerk at \$1,800 and puts on an assistant superintendent of prisons, at \$2,500.

Mr. DUEHAY. Yes; and makes a net decrease of \$1,800.

Senator SMOOT. Do you think you will have to pay that man \$2,500?

Mr. DUEHAY. That is what the field man has been paid right along. I think you ought to have him, because it is an essential thing. They more than make their salary, and you have to have the right man to deal with them.

The CHAIRMAN. I think we understand that.

Mr. DUEHAY. It is a net reduction of \$1,800.

Senator ROBINSON. What is your official position?

Mr. DUEHAY. I am superintendent of prisons.

DEPARTMENT OF JUSTICE,  
OFFICE OF THE ATTORNEY GENERAL,  
Washington, D. C., February 28, 1916.

Hon. THOMAS S. MARTIN,

*Chairman Committee on Appropriations, United States Senate.*

MY DEAR SENATOR: The legislative, executive, and judicial appropriation bill now pending in the House as reported by the committee omitted an item in the estimates of this department to which I desire to invite your attention.

Our estimates provide for an assistant superintendent of prisons at \$2,500. For this statutory position the department proposed to have its number of clerks of class 4 reduced by one, and also to have the appropriation for the inspection of United States prisons and prisoners reduced from \$10,000 per annum to \$7,500, which would make a total reduction of \$4,300 as against an increase of \$2,500, making a net reduction in our appropriations of \$1,800. The department can employ an assistant superintendent of prisons out of the appropriation for the inspection of United States prisons and prisoners, but unfortunately under that appropriation and its limitations the assistant superintendent of prisons could not perform executive duties in Washington. In order that he might have such powers the department requested the creation of this statutory place.

When your committee takes this bill under consideration I shall be pleased to have my superintendent of prisons appear before you and give conclusive evidence to show how this change will work for economy and increased efficiency in the service. I hope you will give him this opportunity.

Yours, very truly,

T. W. GREGORY, *Attorney General.*

(Thereupon, at 4.55 o'clock p. m., the subcommittee adjourned to meet at 10.30 o'clock a. m. to-morrow, Tuesday, March 21, 1916.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

TUESDAY, MARCH 21, 1916.

## UNITED STATES SENATE, SUBCOMMITTEE ON APPROPRIATIONS, *Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment, Senator Lee S. Overman presiding.

Present: Senators Overman and Smoot.

The subcommittee thereupon proceeded to the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

### BOTANIC GARDEN.

#### STATEMENT OF GEORGE W. HESS, SUPERINTENDENT OF THE UNITED STATES BOTANIC GARDEN.

Senator OVERMAN. Mr. Hess, let us know what you want.

#### CLERK.

Mr. HESS. I have asked for an increase of \$120 estimated for the clerk, who is now receiving \$75 per month. The work of the clerk has increased considerably during the past few years, the correspondence increasing about 50 per cent. In addition to the secretarial work, he has charge of the book and records of the Botanic Garden. The advance in the cost of the necessities of life alone should warrant such an increase.

#### CARPENTER.

The carpenter, who was formerly paid out of the appropriation "Improving buildings, Botanic Garden," at \$3.75 a day, has been transferred to the pay roll "Salaries, Botanic Garden," at the monthly salary of \$97.50, showing an increase of eleven hundred and seventy dollars. That is not really an increase, you know. It is simply a transfer from the per diem to the annual roll.

#### SKILLED LABORERS.

An increase of \$5,269 is asked for to enable us to employ 10 skilled laborers the entire year instead of having to furlough them after six or seven months' employment. The distribution of plants, trees,

shrubs, etc., has increased to such an extent that it is necessary that we should have these men the entire year in order to keep the Botanic Garden up to its standard of efficiency.

#### MOTOR VEHICLE.

The sum of \$1,200 is asked for to enable us to purchase and maintain a motor-propelled delivery vehicle to take the place of the horse and wagon we are now using. This wagon is practically beyond further repair, having been in continuous service for over 15 years. It would cost as much to repair it or buy a new one as it would to purchase a motor vehicle.

Senator OVERMAN. What would it cost to have a motor vehicle?

Mr. HESS. I think about \$650.

Senator SMOOT. And the balance of the \$1,200 you want for maintenance?

Mr. HESS. Yes, sir.

#### MISCELLANEOUS SUPPLIES.

We desire to purchase 200 cubic yards of manure to be used in top-dressing the lawns, for which the sum of \$500 is estimated. It has been four years since the lawns have been fertilized, and they are now badly in need of such nourishment. An increase of \$1,203 is asked for to purchase additional soil, tools, moss, leafmold, plants, seeds, and bulbs, to meet the ever-increasing demand for plants.

#### TRAVELING EXPENSES.

Traveling expenses to the amount of \$200 are estimated for, to allow the superintendent to attend the florists' and park superintendents' conventions, where new ideas and novelties in the horticultural world are introduced and discussed. Another need for traveling expenses is evidenced by the inability of the superintendent to be on the premises of the wholesaler when plants are purchased. This gives the contractor the opportunity of selecting and sending the class of plants he desires. Therefore, this makes it impossible to get first-class stock.

I will say in connection with that that when we send out proposals for bids, of course the man who bids the lowest gets the contract, and as a rule we get some very inferior stuff, whereas if I could go there and pick out the stuff myself, the same as they do at the Agricultural Department and the propagating gardens, we could always know that we are going to get good plants.

#### ASSISTANTS AND LABORERS.

Senator OVERMAN. As I understand, you asked for \$20,000 and the House gave you \$17,000 for assistants and laborers?

Mr. HESS. Yes, sir.

Senator OVERMAN. And you say you want to work those the whole year instead of six months?

Mr. HESS. Yes, sir; instead of six months.

Senator SMOOT. The House gave you an increase of \$1,500 from last year?

Mr. HESS. Yes, sir.

Senator SMOOT. For assistants and laborers?

Mr. HESS. Yes, sir.

Senator SMOOT. What is absolutely necessary over and above what the House has allowed you?

Mr. HESS. I should like to get the full amount that we have asked for, Senator. We are certainly badly in need of it.

Senator SMOOT. Do you mean the \$20,188.50?

Mr. HESS. It shows an increase of \$9,462 now altogether; yes, sir.

Senator SMOOT. I am speaking now of the assistants and laborers. I want to know what you really need the most that the House has not given you.

Mr. HESS. We need \$5,692 to enable us to employ these men. We are running shorthanded all the time. We have to neglect the work right along.

Senator OVERMAN. I do not think you understood Senator Smoot. Suppose you can not get your full estimate: What are you bound to have? Of course you would like to have it all.

Mr. HESS. Yes, sir.

Senator SMOOT. The House gave you \$17,000, and that was an increase of \$1,500 over last year. You estimated for \$20,188.50.

Mr. HESS. Yes, sir.

Senator SMOOT. I am speaking now of the appropriation for assistants and laborers. What I want to know is, if we can not give you the \$20,188.50, what item would you prefer to have taken care of?

#### CLERK.

Mr. HESS. I should prefer, to begin with, to have the clerk's salary increased.

Senator SMOOT. To \$1,020?

Mr. HESS. Yes, sir.

Senator SMOOT. That is the first item. That is from \$900, is it?

Mr. HESS. Yes, sir.

Senator SMOOT. That is an increase of \$120?

Mr. HESS. Yes, sir.

Senator SMOOT. What is the next?

#### SKILLED LABORERS.

Senator OVERMAN. What would it cost to have those extra laborers kept on during the summer?

Mr. HESS. It would take well on to \$5,000, sir, to carry them the year round, as we would like to do.

Senator SMOOT. That is more than you had estimated for?

Mr. HESS. Yes, sir. The increase of \$5,269 is asked for to enable us to employ 10 skilled laborers the entire year. If we could have 5 instead of 10—

Senator SMOOT. That would be about \$2,500?

Mr. HESS. Yes, sir.

Senator SMOOT. That is what I am trying to get at—5 additional laborers instead of 10.



**Senator OVERMAN.** What will that cost?

**Senator SMOOT.** \$2,500, he says.

**Senator OVERMAN.** Oh, yes.

**MISCELLANEOUS SUPPLIES.**

**Senator SMOOT.** For procuring manure, soil, tools, fuel, purchasing trees, shrubs, plants, seeds, etc., we gave you last year \$8,000. The House provided for \$9,000, and you wanted \$12,773.50. Of the items enumerated that the House did not allow you, such as the motor vehicles, and the 200 cubic yards of additional manure, and the \$1,203 for the tools, seeds, etc., and the traveling expenses of \$200, which would you prefer—the motor first?

**MOTOR VEHICLE.**

**Mr. Hess.** I would prefer the motor first.

**Senator SMOOT.** All right; then the others we will have to decide upon as to which we can allow.

**Mr. Hess.** Yes, sir; if you please.

**Senator SMOOT.** I think we understand that.

**TRAVELING EXPENSES.**

**Mr. Hess.** And I do wish, Senator, that if you could you would include traveling expenses. The Agricultural Department sends their men, and the propagating gardens send their men. This week the National Flower Show is going to be held in Philadelphia, and I should like to attend it. You can see, yourselves, gentlemen, that I can not go very far on a salary of \$1,800, and I have to pay my fare. Last year I went up to the flower show in Philadelphia, and while I was up there I had given to me 500 plants, gardenias, that I now have, which did not cost the Government one penny. Then, again, we get new ideas, and we can keep up with the latest novelties in horticulture.

**Senator SMOOT.** I think we understand that pretty well.

**INTERIOR DEPARTMENT.**

**STATEMENT OF EDWARD C. TIEMAN, DEPUTY COMMISSIONER BUREAU OF PENSIONS.**

**CLERICAL FORCE, PENSION OFFICE.**

**Senator OVERMAN.** We shall be glad to hear from you. We have only a short time, however, as the Senate meets at 11 o'clock this morning.

**Mr. TIEMAN.** Senator, I can say to you gentlemen in just a minute what we are here for. It is for the purpose of asking you to restore to the appropriation bill, on page 95, certain places that were eliminated in addition to the estimates furnished to the committee by the Pension Bureau.

**Senator OVERMAN.** You want them restored?

**Mr. TIEMAN.** We want them restored—not all of them, however. Our original estimate dropped 30 clerks, 10 of the \$1,000 grade and 20 of the \$900 grade, from our rolls. In addition to that, however, the House committee dropped 1 medical examiner, 1 principal examiner, 1 assistant chief, 1 clerk of class 4, 1 of class 3, 1 of class 2, 1 of class 1, 8 messenger boys, 1 messenger, 5 assistant messengers, 1 watchman, and 15 skilled laborers; in all, a total of 67 places. In addition to that number they dropped 1 chief of division. Upon being made acquainted with how that affected our bureau—it would require us to make a complete reorganization of the bureau—they restored that place. Now we are asking you gentlemen if you will not restore to us one messenger——

**Senator SMOOT.** One messenger at \$840?

**Mr. TIEMAN.** Yes, sir; 5 assistant messengers at \$720, 1 watchman at \$720, and 15 skilled laborers at \$660 each.

I will say to you gentlemen that when we submitted our estimates reducing our force by 10 \$1,000 clerks and 10 copyists at \$900, we, of course, did not take into consideration the possibility that these other reductions would be made. By eliminating all of these lower grade places in order to adjust our roll so as to meet the requirements of the bill, it is going to be absolutely necessary for us to drop the people we can not provide for, because there are no lower grades to which these people can be reduced. We now have only seven vacancies in the \$900 and \$1,000 grades. This bill would require us to have 30 before we could make provision for the 30 who were dropped from the rolls. In addition to that, these seven places of higher grade are dropped.

**Senator OVERMAN.** Do you need these 15 skilled laborers?

**Mr. TIEMAN.** We have to have them, or else we have got to drop some of the people now on our rolls absolutely out of the service because we have no places in which to put them.

**Senator SMOOT.** Do you have any work for them to do?

**Mr. TIEMAN.** They do work which entitles them to a compensation of \$660 a year.

**Senator OVERMAN.** Do you need so many skilled laborers as that? This is done for the purpose of taking care of so many people rather than for the benefit of the service, is it not?

**Mr. TIEMAN.** No; not at all. We use these people in our record division, where we keep a very elaborate system of card indexes, and in our mail division, where all of the mail that comes into the bureau is handled. As the efficiency of a clerk decreases, we make it our practice to reduce him to these lower grades rather than to arbitrarily dismiss him from the service; and we can use these people at work over there for which \$660 is not an excessive compensation. As I say, unless some provision is made for these lower grades, in order to adjust our rolls, these people will have to be dropped altogether.

**Senator OVERMAN.** In other words, you get rid of these men in the higher positions and put them in the lower grades?

**Mr. TIEMAN.** That is the idea; yes, sir.

**Senator OVERMAN.** You could do without them in the grades they now occupy, but you want to take care of them?

**Mr. TIEMAN.** In order to adjust our rolls to the requirements of this bill. You see, it begins up here at \$2,000 and runs clear on down. Now, without giving us an opportunity to make a showing as to how

the bill in its present form would affect our rolls, they make provision for dropping 20 copyists and 10 clerks, and at the same time take away from us all of these other lower grades in addition to 7 higher salaries.

Senator SMOOT. The restoration of these 22 positions would be satisfactory to the Pension Office?

Mr. TIEMAN. Entirely so; yes, sir.

Senator SMOOT. We understand that.

#### FILLING OF VACANCIES.

Mr. TIEMAN. There is just one other item I want to call to your attention, and it will take me only a minute to do it. On page 95, beginning with line 12, I want to call your attention to a limitation of 25 per cent. It is provided that "appointments shall not be made to any of the positions herein appropriated for in the classified service of the bureau," etc.

Senator SMOOT. Last year we would not allow that, although it was in a little different form than it is now?

Mr. TIEMAN. Yes, sir; it was in a little different form than the present form.

Senator SMOOT. It is even worse now than it was before.

Mr. TIEMAN. Yes; because they make it apply to promotions. They absolutely close the door to all promotions.

Senator OVERMAN. Is that all you have to submit?

Mr. TIEMAN. Yes, sir; with the exception of a letter from the Commissioner of Pensions.

Senator OVERMAN. Just give that to the reporter, and he will put it in the record.

(The letter referred to is here printed in full, as follows:)

DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE COMMISSIONER, BUREAU OF PENSIONS,  
*Washington, March 17, 1916.*

MEMBERS OF THE APPROPRIATIONS COMMITTEE,  
*United States Senate, Washington, D. C.*

GENTLEMEN: The subcommittee of the House Committee on Appropriations caused to be inserted in the legislative, executive, and judicial appropriation bill for 1917 the following clause:

"Appointments shall not be made to any of the positions herein appropriated for in the classified service of the Bureau of Pensions not actually filled June thirtieth nineteen hundred and sixteen, nor shall more than twenty-five per centum of other vacancies actually occurring in any grade in the classified service of that bureau during the fiscal year nineteen hundred and seventeen be filled by original appointment or promotion."

Before that it was provided in the law that not more than 25 per cent of the vacancies occurring in the Pension Bureau might be filled. This was regarded as objectionable, but now the new provision is still more objectionable for the following reasons:

1. This is the only bureau in the public service to which such a provision is made applicable. It seems like an invidious distinction.

2. Its operation will seriously hamper the work of the bureau. One grade may be very full. In another grade there may be vacancies which should be filled to carry on particular work in the bureau, but this provision would prevent the necessary change.

3. There are 13 offices in the bureau each filled by a single incumbent. In the debate in the Committee of the Whole in the House of Representatives it was said by members of the House subcommittee that if there was a vacancy in any one of these places the provision of this law would not allow it to be filled. Among these places are the chief clerk, assistant chief clerk, disbursing clerk, deputy disbursing clerk, medical referee, assistant medical referee, law clerk, Chief of the Board of Review,

superintendent of building, engineer, cabinetmaker, painter and captain of the watch. It will readily be seen how difficult it would be to carry on orderly the work of the bureau if such vacancies occur and there be no power to fill them.

4. There are 8 chiefs of division, each of whom is at the head of a force of employees numbering variously from 39 up to 196. It is said the same rule applies to them, and if there is a vacancy in the office of a chief of division it can not be filled at all. Long experience has proven that the arrangement for divisions and the services of these chiefs are very valuable if not indispensable.

5. This provision is a grave injustice to employees; it prevents a recognition of merit; it gives the employee notice that he must stay at the dead level of the salary he may now be receiving without hope of preferment.

6. One argument for its adoption was that the bureau was getting top heavy, failing to take notice that reductions in the bureau in 1915 and 1916 were already as follows:

## REDUCTIONS IN THE APPROPRIATIONS FOR 1915 AND 1916.

*Fiscal year 1915.*

10 principal examiners, at.....	\$2,000
10 clerks of class 4, at.....	1,800
15 clerks of class 3, at.....	1,600
25 clerks of class 2, at.....	1,400
40 special examiners, at.....	1,300
35 clerks of class 1, at.....	1,200
6 clerks, at.....	1,000
4 copyists, at.....	900

145 total reduction.

*Fiscal year 1916.*

7 principal examiners, at.....	\$2,000
3 medical examiners, at.....	1,800
4 assistant chiefs, at.....	1,800
9 clerks of class 4, at.....	1,800
10 clerks of class 3, at.....	1,600
20 clerks of class 2, at.....	1,400
5 special examiners, at.....	1,300
25 clerks of class 1, at.....	1,200
9 clerks, at.....	1,000
1 copyist, at.....	900

93 total reduction.

7. The following are the reductions made in this bill:

1 medical examiner, at.....	\$1,800	20 copyists, at.....	\$900
1 principal examiner, at.....	2,000	1 messenger, at.....	840
1 assistant chief, at.....	1,800	5 assistant messengers, at.....	720
1 clerk, class 4, at.....	1,800	8 messenger boys, at.....	400
1 clerk, class 3, at.....	1,600	1 watchman, at.....	720
1 clerk, class 2, at.....	1,400	15 skilled laborers, at.....	660
1 clerk, class 1, at.....	1,200	—	—
10 clerks, at.....	1,000	67 total.	

If we could have restored 1 messenger at \$840, 5 assistant messengers at \$720 each, 1 watchman at \$720, and 15 skilled laborers at \$660 each, we could arrange to get along with the other reductions proposed.

8. Under the provision that—

"Appointments shall not be made to any of the positions herein appropriated for in the classified service of the Bureau of Pensions not actually filled June thirtieth, nineteen hundred and sixteen,"

we will be unable to fill any vacancies occurring in either of these places during this fiscal year, because of the provision already in the law preventing us filling more than 25 per cent of the vacancies. Therefore the effect of this strange provision is (because we can not fill vacancies July 1) that we will be compelled to do with a less number than that for which appropriation is made. There is now a pressing and great necessity for stenographers, assistant messengers, and skilled laborers, but because of this 25 per cent law we can not procure any.

9. The number of watchmen is determined by fixed conditions which are not in any manner affected by the decrease in the Pension Office roll. Therefore it would be wrong to reduce the force by 1 and also wrong to make applicable to that force the provision first in this communication set forth.

10. It would not be to the detriment of the Government if the whole provision is struck out. If it be thought wise not to strike it all out, we ask that there be stricken out (bill, p. 95, line 20) the words "in any grade," and (p. 95, line 23) the words "or promotion."

Very respectfully,

G. M. SALTZGABER, *Commissioner.*

**STATEMENT OF EZEKIEL J. AYERS, CHIEF CLERK DEPARTMENT OF THE INTERIOR.****LABORERS AND WATCHMEN.**

Mr. AYERS. Senator, you have a letter there from the Acting Secretary of the Interior which explains a matter we wish to call to your attention. I should like to have it go in the record. It explains a waiver of a limitation on the labor and watch force.

Senator SMOOT. Yes; we will put that in the record. We understand that.

Mr. AYERS. I am very much obliged to you.

(The matter referred to is here printed in full, as follows:)

DEPARTMENT OF THE INTERIOR,  
*Washington, March 18, 1916.*

MY DEAR SENATOR: Now that the legislative bill is under consideration in the Senate, I want to ask you to interest yourself in a matter of great importance to the department. It is this: The House has incorporated in the bill the following provision (pp. 95 and 96), designed to reduce the force of the Pension Bureau:

"Appointments shall not be made to any of the positions herein appropriated for in the classified service of the Bureau of Pensions not actually filled June thirtieth, nineteen hundred and sixteen, nor shall more than twenty-five per centum of other vacancies actually occurring in any grade in the classified service of that bureau during the fiscal year nineteen hundred and seventeen be filled by original appointment or promotion. The salaries or compensation of all places which may not be filled as hereinbefore provided for shall not be available for expenditure, but shall lapse and shall be covered into the Treasury."

The tenor of the hearings before the subcommittee of the House would seem to indicate that the gentlemen in charge of the bill by this language intended to relieve rather than add to the difficulties of the department officials, and for this reason I feel confident that had that committee and the Committee of the Whole House fully realized its effect they would not have adopted a provision which will not only work an extreme hardship upon employees of the bureau, but will also prove highly detrimental to the interests of the department. Under existing law but 25 per cent of the vacancies occurring in the classified service of the Pension Bureau can be filled by appointment outside that bureau, but this provision carries the limitation still further and contemplates a procedure which practically prohibits the filling of vacancies under any circumstances. It is a matter of general knowledge, of course, that the Pension Bureau is a decadent office, and yet, I think, we all appreciate that there is still considerable work left for it to do and that that work can not be accomplished unless a fairly elastic civil-service system is left in operation and some reasonable expectation of reward is offered to those who faithfully and efficiently discharge the duties of their offices. This provision, however, practically closes all avenue to advancement and thereby not only penalizes the employee, but also handicaps the department; for it is obvious that it will be practically impossible to fill the places of the efficient ones who deserve recognition, but who naturally can not be expected to remain in the service under those disheartening conditions.

The provision offered by the House is still more far reaching in its effect upon another important branch of the department's work, namely, the consolidated mechanical, labor, and watch force, the work of which is administered and controlled by the Secretary's office. I will also explain the effect of the provision upon this force. Several years ago a plan was conceived and effected whereby the mechanics, unskilled laborers, and watchmen employed by certain bureaus for work, as indicated by the titles of the positions, under the direction of the chief clerks of those bureaus, were merged into a single force and placed under the supervision and direction of the chief clerk of the department with the understanding that that officer, as superintendent of all the department buildings, would be responsible for the performance of the work theretofore done under the supervision of individual bureau officers. From the time of its creation, therefore, this combined force of mechanics, laborers, and watchmen has been regularly provided for in the annual appropriations for the different bureaus involved, but has been regarded, in every sense and for all practical purposes, as an integral part of the Secretary's office under the immediate supervision and control of the chief clerk of the department. The Pension Bureau contributes,



proportionately, to the complement of the consolidated force, having to-day 37 employees who are in the classified service and assigned to that force. Twenty-four of these are watchmen, comprising about one-fourth of the entire watch force.

If the above-mentioned provision is enacted into law it will prove a very serious handicap—yes, an actual detriment—to the work of the Secretary's office, for under the requirements of the first clause vacancies existing on June 30, 1916, can not be filled at all, and under the second clause any vacancy occurring in the grades mentioned after June 30, 1916, can not be filled until there are four vacancies in a particular grade. This is a very serious matter, for the work of policing and patrolling the building in which the bureau is housed and of its care and upkeep must be continued. But I do not see how we can be expected to continue that work if we are denied the necessary assistance—if, for instance, we are confronted by the requirement that before we can fill a vacancy in the position of watchman we must have four vacancies in that particular grade, and that in that event only one appointment out of four (or 25 per cent as specified in the bill) can be made. It is quite obvious that this phase of the matter also deserves foremost consideration and that in any event positions in the Pension Bureau assigned to the consolidated mechanical, labor, and watch force should be excepted from the operation of the proposed law. I accordingly earnestly recommend that the provision be amended to read:

"Not more than twenty-five per centum of the vacancies occurring in the classified service of the Pension Bureau during the fiscal year nineteen hundred and seventeen shall be filled by original appointment; but this limitation shall not apply to positions on the consolidated mechanical, labor, and watch force utilized in the care and upkeep of the department buildings. The salaries or compensation of all places which may not be filled as hereinbefore provided for shall not be available for expenditure, but shall lapse and shall be covered into the Treasury."

In this connection I also urge consideration of the question of restoring one position of watchman at \$720 per annum in the Pension Office appropriation, which position was, apparently inadvertently, omitted from the bill as it passed the House. We need every man for this force, which is relatively small in comparison with the duties and responsibilities involved.

Cordially, yours,

ANDRIEUS A. JONES, *Acting Secretary.*

HON. THOMAS S. MARTIN,

*Chairman Committee on Appropriations, United States Senate.*

Page 95, lines 16 to 24, and page 96, lines 1 and 2, should be amended to read as follows:

Not more than twenty-five per centum of the vacancies occurring in the classified service of the Pension Bureau during the fiscal year nineteen hundred and seventeen shall be filled by original appointment; but this limitation shall not apply to positions on the consolidated mechanical, labor, and watch force utilized in the care and upkeep of the department buildings. The salaries or compensation of all places which may not be filled as hereinbefore provided for shall not be available for expenditure, but shall lapse and shall be covered into the Treasury.

(Thereupon, at 10.50 a. m., the subcommittee adjourned to meet at 10.30 o'clock a. m. to-morrow, Wednesday, March 22, 1916.)





# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

WEDNESDAY, MARCH 22, 1916.

## UNITED STATES SENATE, SUBCOMMITTEE ON APPROPRIATIONS, *Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Robinson, Smoot, and Oliver.

The committee thereupon resumed the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

### CHAMBER OF COMMERCE OF THE UNITED STATES.

E. H. Goodwin, general secretary of the Chamber of Commerce of the United States, and D. A. Skinner, assistant secretary of the Chamber of Commerce of the United States, appeared.

### STATEMENT OF A. W. SHAW, OF CHICAGO, ILL., CHAIRMAN OF THE SPECIAL COMMITTEE ON THE DEPARTMENT OF COMMERCE OF THE CHAMBER OF COMMERCE OF THE UNITED STATES.

Senator OVERMAN. We shall be glad to hear from you, Mr. Shaw.

#### REFERENDUM.

Mr. SHAW. Before we take up the proposals in the referendum, I should like to tell you something about the Chamber of Commerce of the United States and about the referendum, the system through which they gathered the opinions of the business men.

Senator SMOOT. There is no need of putting that in the record, because we have had it in the record heretofore. I think there is no member of the committee who does not understand it exactly.

Mr. SHAW. Suppose I submit the referendum, then, and the vote, for the record?

Senator SMOOT. That is all right.

Senator OVERMAN. Yes.

Senator SMOOT. We understand the object of the organization and how it is run, because that has already been stated to the committee.

Mr. SHAW. There is one interesting fact, I think, and that is that the vote on this particular matter was the largest vote that we have ever had in the chamber of commerce, showing the greatest interest.

**Senator SMOOT.** Put the votes in the record.

**Mr. SHAW.** I should like to put that fact in the record, too. That would not show on the report.

(The matter referred to is here printed in full as follows:)

## **REFERENDUM ON THE SECOND REPORT OF THE SPECIAL COMMITTEE ON THE DEPARTMENT OF COMMERCE.**

### **STATEMENT OF QUESTION.**

One of the main purposes for which the Chamber of Commerce of the United States was organized is encouragement of trade and intercourse. Questions of foreign trade were at once taken up and appropriate committees were appointed, including a special committee on the Department of Commerce.

The members of the committee now are Messrs. A. W. Shaw (chairman), Chicago; Walter H. Cottingham, Cleveland; C. Herbert De Fosse, Worcester, Mass.; Philip B. Fouke, St. Louis; E. Oliver Fowlkes, Mobile; Edwin F. Gay, Cambridge, Mass.; Charles C. Jenks, Detroit; Charles A. McCormick, New Brunswick, N. J.; Alfred H. Mulliken, Chicago; Lewis W. Parker, Greenville, S. C.; Calvin M. Smyth, Philadelphia; A. A. Young, Ithaca, N. Y.

Circumstances have made it very timely for this committee to direct the greater part of its attention to the Bureau of Foreign and Domestic Commerce, which is primarily the Government's agency for assembling and distributing to American business men information about markets for their goods and about commercial conditions. Two years ago the committee submitted a report which received almost unanimous support from the members of the national chamber, and had much influence in bringing about new activities in the bureau.

In a second report the committee now urges further development of services which the bureau can perform, and at the same time makes recommendations regarding the enlargement and equipment of the Consular Service of the State Department, upon which the Bureau of Foreign and Domestic Commerce, whatever the development of its own agencies, will continue to rely for the greater part of its data regarding conditions abroad.

This second report of the special committee, by vote of the board of directors, is herewith submitted to referendum.

In this pamphlet there are accordingly printed, the "Second report of the committee"; "Brief of arguments against the committees' recommendations" (the report itself contains the arguments which support the recommendations); "Present organization of the Bureau of Foreign and Domestic Commerce," Exhibit I; "Proposed organization of Bureau of Foreign and Domestic Commerce," Exhibit II; "Appropriations and employees of Bureau of Foreign and Domestic Commerce—last year, this year, and proposals for next year," Exhibit III; "Net cost of Consular Service during last ten years," Exhibit IV; maps showing present stations of consular officers, Exhibits V–VIII.

### **PERSONNEL OF COMMITTEE.**

In order to suggest the interests of the members of the committee the following personal data is given:

A. W. Shaw, chairman, president of the A. W. Shaw Co., Chicago, publishers of System, etc.; member of Chicago Association of Commerce, etc.

Walter H. Cottingham, president of the Sherwin-Williams Co., paint manufacturer of Cleveland; executive member of the Railway Business Association, etc.

C. Herbert De Fosse, financier of Worcester, Mass., and especially interested in foreign trade; formerly national counselor in the Chamber of Commerce of the United States for the Worcester Chamber of Commerce, and vice president of Worcester Chamber.

Philip B. Fouke, president of Funsten Bros. & Co., handlers of primary furs, with headquarters at St. Louis; active member St. Louis Business Men's League, etc.

E. Oliver Fowlkes, long interested in wholesale and export trade of Mobile, Ala.; president of D. R. Dunlap Mercantile Co., wholesalers of dry goods; active in the commercial organizations of Mobile.

Edwin F. Gay, professor of economics and dean of the Harvard Graduate School of Business Administration; active in the Boston Chamber of Commerce.

Charles C. Jenks, president of the Jenks & Muir Manufacturing Co., makers of bedsteads, etc., at Detroit, and interested in other manufacturing enterprises; active in the Detroit Board of Commerce.

Charles A. McCormick, treasurer of the Johnson & Johnson Co., manufacturing chemists of New Brunswick, N. J., and interested in other manufacturing enterprises; member of the New Brunswick Board of Trade and the New Jersey State Chamber of Commerce.

Alfred H. Mulliken, president of Pettibone, Mulliken & Co., manufacturers of railway materials, with headquarters in Chicago; vice president of the Railway Business Association, a member of the Chicago Association of Commerce, etc.; formerly vice president of the Chamber of Commerce of the United States.

Lewis W. Parker, cotton manufacturer, Greenville, S. C.; formerly president of the American Cotton Manufacturers' Association; also a member of the committee of the United States Chamber of Commerce on statistics and standards.

Calvin M. Smyth, president of Young, Smyth, Field & Co., wholesalers of dry goods, Philadelphia; recently president of the National Wholesale Dry Goods Association, formerly president of the Merchants' and Manufacturers' Association of Philadelphia.

A. A. Young, professor of economics and finance, in Cornell University, Ithaca, N. Y.

## SECOND REPORT OF THE SPECIAL COMMITTEE ON THE DEPARTMENT OF COMMERCE.

REPORT OF 1913.

NEW YORK, June 28, 1915.

*To the board of directors of the Chamber of Commerce of the United States of America:*

Under date of November 8, 1913, a report of your special committee on the Department of Commerce recommending a substantial extension of the activities of the Bureau of Foreign and Domestic Commerce in the Department of Commerce for the promotion of the foreign commerce of the United States was submitted to referendum vote of all the then constituent members of the national chamber. This report was based in the main upon a letter of the Secretary of Commerce to the President of the United States, dated July 15, 1913, proposing a reorganization of the Bureau of Foreign and Domestic Commerce and setting forth the proposed new activities in detail. After careful consideration of this letter and all the data submitted therewith, and after conference with the Secretary of Commerce the committee indorsed most, though not all, of the proposals of the Secretary in a discriminating report, and with the close of the referendum on December 23, 1913, it was found that the recommendations of the report had been indorsed by the member organizations by a vote of 624 to 3. The result of the referendum was placed before the committees of Congress by the Secretary of Commerce as well as by the national chamber, and in large part the appropriations recommended were provided.

### RECOMMENDATIONS OF FORMER REPORT.

*First step in development.*—The most important recommendations of the Secretary indorsed in this report were those making provision for the new office of Commercial Attache, to be officers of the Department of Commerce and accredited to American legations in foreign countries by the State Department; extension in the force of commercial agents; provision for special exploitation of opportunities for American trade in Latin America. Although the recommendations of the Secretary provided for an increase in appropriations from \$323,300 to \$759,630, this extension of the bureau's activity in the promotion of foreign trade was held both by the Secretary and by the committee as merely in the nature of a first step and as covering only so much of a complete development as could be handled efficiently at once. In his letter to the President Secretary Redfield said:

"The sum of approximately \$760,000 suggested as necessary for the proper work of this bureau, is less than two-hundredths of 1 per cent of the commerce passing under the review of this bureau during the last year. The total force to be employed thereunder could be barely one-tenth of the number employed by Germany alone within our own borders for like purposes.

"Possibly I may have erred in not asking a more adequate provision for this great work. Certainly it is not consistent with our national self-respect to ask for less. It should be noted finally that now is the appointed time. We have spent several hundred millions preparing the Panama Canal and the nations of the world have been getting ready for its use while we have done almost nothing actively to promote the commerce which should repay the nation, in part at least, for this vast outlay."

*Activities of committee.*—Since this report of 1913 the committee has kept closely in touch with the working of the bureau and its new activities through its secretary and

the office force of the chamber in Washington. During 1915 it has held meetings in Washington on April 19 and 20, at which time extended conferences were held with the Chief of the Bureau of Foreign and Domestic Commerce and the Secretary of Commerce, and in New York on June 28, where the report of a subcommittee appointed at the previous meeting to work out certain details was considered and a report to the board of directors unanimously adopted.

#### PRESENT REPORT.

*European war.*—In urging the further development of the Bureau of Foreign and Domestic Commerce, advocated in this report, the committee has in mind not only the fact that the extension advocated in 1913 was merely preliminary, but also that the advent of the European war has given an unusual opportunity to serve the nations formerly dependent in large part on European connections through increasing the foreign commerce of the United States—an opportunity which would show an entire lack of foresight and regard for the business interests and general prosperity of the United States to fail to exploit to the full. The United States is not in any respect responsible for the war which is now devastating Europe, was brought by its unexpected advent to the verge of panic, and in seeking the markets of the world left unsupplied by the belligerent nations it is serving not only the best interests of this Nation and making wise provision for its future but also the best interests of all neutral nations.

*Inaction of department last year.*—From this point of view the committee can only express regret at the failure of the department to call upon Congress for largely increased appropriations to promote foreign commerce last year after the declaration of war in Europe, when the sole increase of moment was \$25,000 additional to be used in South America, and desires to place before the legislative and executive branches of the Government at this time the extreme importance, enhanced by the failure to make adequate appropriations for the emergency a year ago, of dealing generously with this bureau as it is within the power of no man to forecast how long the peculiar opportunity for the advancement of the foreign trade of the United States will continue.

*Committee's independence.*—In reaching the recommendations that follow the committee has had before it a large amount of pertinent material furnished by the chief of the bureau, bearing upon its present work and the value of the new lines of activity which it is ready to undertake provided sufficient appropriations for the purpose are granted. It has also for its purposes called on the department for additional estimates, statistics, charts, and tables, which have been promptly furnished. While the material, therefore, upon which this report is based has all been gathered from official sources, the committee wishes to point out distinctly that the conclusions reached are its own, arrived at independently, and in no wise binding or necessarily expressing the views of the chief of the bureau and the Secretary of Commerce.

*Foreign trade peculiar.*—The question will inevitably be asked in certain quarters why the United States Government should be called upon at such considerable expense to furnish commercial information for the benefit of American producers engaged in foreign trade when no corresponding service is performed for the benefit of domestic commerce and when it can at least be plausibly advanced that those interests which are to profit by the information thus furnished should provide for paying the cost of securing it. The answer lies in the nature of foreign trade, the custom of all nations including the United States almost from time immemorial, and the high standard set by competitor nations, the governments of which generously provide for the exploitation of foreign markets for the benefit of their merchants at government expense. It should also be carefully kept in mind that the promotion of commerce as well as the promotion of agriculture does not redound solely to the immediate beneficiaries but advances the general prosperity of the country, promotes the interests of the farmer and the laborer as well as the business man, supplies an outlet for overproduction with its accompanying evils and business depressions, and gives new fields for industry and initiative. The activity of business men, therefore, in asking the Government to make more ample provision to increase the foreign trade of the United States can not be considered otherwise than enlightened selfishness for the well-being of the nation.

*Government intervention necessary.*—It is the peculiar characteristic of foreign trade as contrasted with domestic commerce that little can be done in it by private initiative alone. No citizen could undertake to venture in the foreign market unless he had the support of his Government through its diplomatic representatives in his intimate transactions. He lacks the appeal to the laws and the courts of his own country and his individual representations of injustice and discrimination will go unheeded unless supported by Government representations in his behalf. Alone he is powerless.

less in his protest against unjust regulations of a foreign country, excessive tariffs which exclude his goods, oppressive port dues, inland freight rates, taxes on business licenses, and the like. Underlying his ability to carry on the business is the commercial treaty providing the conditions under which commerce may be carried on and for which he is entirely dependent on the Government. The American merchant can not be expected to incur the risks of foreign trade unless he receives Government aid in some degree commensurate with that which is furnished to his foreign rival eager to capture and maintain exclusively a particular market. In aid to foreign commerce the Government of the United States, despite relatively large increases in appropriations in recent years, is still far behind the more important of its competitor countries.

*Subjects of this report.*—The appropriation bills to come before the next session of Congress will be those making provision for the fiscal year ending June 30, 1917. In this report the committee will deal with the increase that should be made for the Bureau of Foreign and Domestic Commerce and for the Consular Service. Specifically, it will deal in order with (a) appropriations for the bureau itself in Washington (the statutory appropriation), (b) appropriation for promoting commerce throughout the world except in Latin America (which is dealt with in a special appropriation), (c) promotion of commerce in Latin America, (d) increase in the commercial attaché service, (e) maintenance of district offices, (f) civil service, (g) development of the Consular Service, and (h) statistics of internal commerce.

*Nature of recommendations.*—In dealing with these subjects the committee will not attempt to deal with salaries or salary increases, but will confine itself to the recommendations that they think should be adequate to secure competent service. It also will not enter into details of administration of the bureau itself or of the branch offices, these being matters strictly of internal organization, and submits merely the general recommendation that these offices should have such equipment and supply of clerical aid as is essential to carry out efficiently the policies and activities which receive approval. It also avoids the use of specific figures because it can not be in a position to pass adequately on the different elements of cost, such as salaries, expenses, equipment, and the like.

*Appropriation at once.*—The committee urges strongly upon Congress that the increases in appropriations to carry out the activities herein recommended should be made effective at once and not allowed to await the opening of the fiscal year on July 1, 1916, in view of the peculiar opportunities for the development of American commerce now existing, the uncertainty as to the length of the period in which this opportunity will continue, and the time that has already been lost in taking advantage of this opportunity.

#### APPROPRIATIONS FOR THE BUREAU IN WASHINGTON.

*Development of bureau.*—An anomalous situation exists in the bureau in Washington which calls for an immediate remedy. In 1914 the bureau secured largely increased appropriations for the development of its foreign field service. Activities entirely new, such as those provided for through the appointment of commercial attaches, were started. This meant a large increase in the information received in regard to foreign markets and foreign opportunities of immense value to American manufacturers and exporters provided this information could be promptly cleared to them. As a matter of actual fact, however, no corresponding appropriations to be used in clearing this information were made and the clerical force in Washington was curtailed instead of increased. The result has been overwork, delay, and a failure to take full advantage of the new opportunities provided for in the increased appropriations. It is essential to good service that the staff of the bureau in Washington should be increased and adequately paid.

*Recommendation.*—The committee recommends such increases in the staff specifically for the following purposes: (1) For the general administration. (2) For the editorial work. (3) For collecting and translating foreign tariffs. (4) For the distribution of information. (5) For research and translation. (6) For the handling of correspondence. (7) For the handling of files, property, supplies, etc.

#### PROMOTING COMMERCE THROUGHOUT THE WORLD (EXCEPT IN LATIN AMERICA).

##### 1. Chief of the field service.

*Recommendation.*—The attention of the committee has been called to the need of a director of the field service who shall devote his whole time to the supervision of the field force and the mapping out of their lines of operation. This suggestion meets with the hearty commendation of the committee. Such a position requires a specialist.



## 2. *Field investigations.*

*Three sources of information.*—Under present arrangements commercial information is secured in three different ways so arranged as not to overlap. The main source of information is the Consular Service. The consul is not a specialist in a particular line of trade, is attached to a locality, and reports generally upon business conditions and opportunities in that locality. Next in order comes the commercial agent of the Department of Commerce—a specialist in a particular line who traces markets for that particular commodity throughout a group of countries or in course of time around the world. He has no fixed post, but travels constantly, staying in one place only long enough to secure the information desired regarding the market for the American product which he is specifically appointed to study. The service is now rounded out through the provision for the commercial attache—again, not a specialist, but attached to an American legation and having as his field the country to which he is accredited.

*Actual use of earlier appropriation.*—The appropriation which has been made for years "for the promotion of commerce" deals with the commercial agent. Two years ago, in submitting its report, which received the full indorsement of the commercial organizations of the country, the committee supported the Secretary of Commerce, who asked for an appropriation of \$100,000. In so doing the committee conceived that the whole of this amount would be used for the employment of special agents to travel in foreign countries or otherwise in securing information in regard to foreign markets for American products, and believed that this amount could be used to advantage in such ways.

*Branch offices of bureau.*—The appropriation actually made was but \$75,000, and more than half of this amount was expended in the establishment of branch offices of the Bureau of Foreign and Domestic Commerce in the United States, while a small amount additional was used for research work in the United States.

*Recommendation.*—The committee still adheres to its opinion that \$100,000 was no more than adequate for the study of foreign markets and believes that under existing conditions, in view of the present opportunity for the extension of American foreign commerce, the sum recommended by the Secretary in 1913 might now advantageously even be doubled.

*Markets not yet studied.*—In making this recommendation the committee has in mind the desirability of studying throughout the different sections of the world in which no such study has previously been made or in which none has been made in recent years, the markets for the following American products: Agricultural implements, cotton textiles, electrical power development, furniture, leather, boots and shoes, lumber, machinery, railway supplies, structural material, wearing apparel, and leather products other than boots and shoes.

It also recommends a study in foreign countries of the following: Investment possibilities, and rates of railroads and other means of inland transportation of typical articles.

*Special publications.*—Finally, it recommends, through expert study, (a) the preparation of a directory of banks in foreign countries, to which American firms can apply for credit information and to which they can send documents to be held against payment of drafts; (b) the preparation of a statement of the tariff policy of each foreign country, with an outline of the peculiarities of commercial importance; and (c) the preparation of a pamphlet on packing goods for foreign and domestic shipment.

As matters of separate appropriation, the committee desires to express its views on the following:

### 1. *Collection and exploitation of samples.*

The importance of this feature of the work for the development of foreign commerce has never been fully recognized in this country.

### 2. *Geographical experts at Washington.*

One of the suggestions put before the committee by the Chief of the Bureau of the Foreign and Domestic Commerce for the improvement of the service of that bureau is that for the appointment of specialists on certain groups of countries, who shall devote their whole time to the study of these countries and the furnishing of information about them.

*Recommendation.*—The committee believes this suggestion of great value and advocates the appointment of five geographical experts at adequate salaries for the following groups of countries: Europe, Africa, the Near East, the Far East, and Australia.

The immediate to the business interests of the country to be gained through the app<sup>oint</sup>ment of expert officials would accrue mainly to those unfamiliar with co<sup>mm</sup>ercial countries but desiring to enter their markets in order to extend the foreign trade already established or to enter the field for the first time. The geographical expert will be in a position to furnish not only information regarding conditions strictly commercial but also in respect to the nature of the country, its climate, living conditions and the like. Detached from all administrative duties, these officers should prove invaluable as advisers to the chief of the bureau in carrying on its promotion work as well as to the American producer seeking new fields for his products.

### 3. *Distributing American literature abroad.*

Recently a beginning has been made by the bureau in a new activity, that of distributing American commercial literature abroad. If this is done, after careful preparation of this literature and with full knowledge of its applicability in the foreign territory to which it is sent, it can be made a most useful forerunner of American trade. Consuls have frequently complained of the lack of material regarding American products subject to export to be given to those who make inquiry at the consulate.

*Recommendation.*—The committee believes that adequate appropriations for this purpose should also be made.

### 4. *Traveling expenses.*

*Limit.*—The present statutory limitation of traveling expenses to \$5 per day exclusive of railroad transportation is frequently inadequate and results in discrimination between and unfairness to employees. This is true of the Government field service as a whole and has particular application to the Consular Service and the field service of the Department of Commerce. Strange as it may appear in a democratic form of government, instances are numerous of rank injustice to the Government officer endeavoring to carry out his duty to the full, who in so doing is obliged to pay considerable amounts out of his own resources to meet the expenses over and above \$5 per day incurred in traveling in foreign countries. This operates as a deterrent and a discouragement to full service and obviously should be changed. Again, it contains an element of false pretense in that the man entering the Government service for a consular and field position and calculating on the adequacy of the salary, naturally expects that his legitimate expenses incurred in the performance of duty will be fully recompensed, only to find in many cases that out of a meager salary he is required to contribute sums amounting in some instances to hundreds of dollars toward the payment of his legitimate travel expenses.

*Recommendation.*—It should not be more difficult for the Government than for large corporations to avoid this injustice to employees and at the same time provide adequately against waste and extravagances through proper allowances and provision for strict audit.

### 5. *Living expenses.*

What has been said above in criticism of the present provisions for the payment of traveling expenses applies with equal force to the matter of living expenses. It is a well-known fact that the living expense varies very considerably in different parts of the globe. To meet this condition under present provisions, nothing can be done except a crude adjustment of salaries, which is obviously an improper and inadequate method. The importance of a man's position, which is a consideration in determining his availability for new employment, is always judged in part by the salary which he receives. To put an extreme case, let us cite the consular officer or the commercial attaché to London and those to the capital of a South American country where the actual cost of living is twice as great. It would obviously be improper to pay in salary to the commercial attaché at the Court of St. James half as much as to his South American colleague.

*Recommendation.*—The salary should be commensurate with the importance of the position and a special fund provided or some other method adopted for adjusting the difference in living expense among officers of the United States of equal rank to meet cases in which living expenses are materially in excess of the average.

## PROMOTION OF COMMERCE IN LATIN AMERICA.

*Earlier appropriations for Latin America.*—Congress has already recognized the peculiar importance of Latin America in the development of the foreign trade of the United States by making a special appropriation for the promotion of trade with those countries in 1915 of \$50,000 and increasing this appropriation in 1916 to \$75,000. This has been further emphasized through the holding of the Pan-American Financial Conference in Washington last May, for which Congress made a special appropriation of \$50,000. Not only are these countries our neighbors on the same continent, with many institutions and ideals held in common with the United States, but it is also true that with the close of the European war we may expect to hold the markets gained for American products in Latin-American countries against competitors with greater security than markets gained in other parts of the world.

*Recommendation.*—A careful study of the investigations which should be undertaken in Latin America at the present time leads the committee to the recommendation that the present appropriation of \$75,000 should be increased. Among the investigations which should be made by special agents without delay throughout Latin America the committee finds the following of the utmost importance: Cotton goods; electrical machinery and equipment, power plants, etc.; investment possibilities; leather boots and shoes; machinery and machine tools; and railway supplies and equipment.

## COMMERCIAL ATTACHÉS.

*Present attachés.*—As the result of the appropriations made in 1914, ten commercial attachés have been appointed and accredited to American embassies or legations in foreign countries. The attaché is under the jurisdiction of the American ambassador or minister and, subject to his approval, reports directly to the Department of Commerce. The new service has already proved of value and its extension to other countries is strongly recommended.

*Use of title.*—To comply strictly with the title the committee believes that the attaché service should be confined to those countries in which the United States maintains legations, and another title should be adopted when it is desirable to send an officer of the same qualifications to a group of countries or to the colony or dependency of another country. At present commercial attachés are accredited to United Kingdom, France, Germany, Russia, Brazil, Argentina, Chile, Peru, Australia, and China.

*Recommendation.*—It will be noted that one of the attachés is assigned to Australia. The committee believes that this attaché should be transferred to one of the following countries and that new attachés be appointed to cover the others: Italy, Scandinavia, Spain, Austria-Hungary, Japan, and Turkey.

## TRADE COMMISSIONERS.

*Recommendation.*—In countries in which the commercial interests of the United States are not sufficiently important to justify the appointment of an attaché or in which the United States maintains no legation, or when the commercial representative is to cover a number of countries, the committee recommends the use of the title "Trade commissioner." The trade commissioners are to perform the same service as a commercial attaché. The committee recommends the appointment and assignment of such trade commissioners to (1) Australia and New Zealand, (2) South Africa, (3) British India, (4) Greece and the Balkan States, (5) East Indies, and (6) Central America.

## MAINTENANCE OF DISTRICT OFFICES.

Under the appropriations for the promotion of commerce during the past two years the department has established eight branch offices in the following cities of the United States: Boston, New York, Chicago, St. Louis, San Francisco, Atlanta, New Orleans, and Seattle. These are distributing centers for the commercial information secured by the bureau through its field service and the consular service. The department has now adopted the commendable plan of making each office the center of a district the eight districts covering the entire United States. Within these districts the chiefs of the offices are expected to travel, bringing the service of the department to the attention of the commercial interests, and recently a plan has been adopted for substations established with the most important commercial organizations within the district under the supervision of the district officer.

*Recommendation.*—The committee believes that a separate appropriation should be made for the maintenance of district offices and that the eight offices now established are sufficient in number.

#### CIVIL SERVICE.

*Views regarding civil service.*—One of the most difficult problems the department has had to face and will in future have to face in connection with its field service is in securing men adequately equipped with commercial knowledge and experience fitting them to do the work expected of them in behalf of the commercial interests of the country. In its report of 1913 the committee recommended that the commercial attachés should be appointed and promoted under the civil-service law. The application of the merit system to expert positions has been largely extended in recent years with beneficial results. Although the recommendation of the committee was not adopted, the Secretary of Commerce has seen fit to apply an examination system in selecting appointees.

*Recommendation.*—The committee now renews its recommendation that commercial attachés should be appointed and promoted under the civil-service law and believes that the same sound principle should be applied to trade commissioners, if appointed, and to commercial agents. It sees a striking advantage over the present system of departmental examination in that the Civil Service Commission, with its machinery for advertising and its examining boards all over the country, is in a position to make known the requirements of the positions to a far larger number of would-be applicants.

#### DEVELOPMENT OF THE CONSULAR SERVICE.

*Consuls as commercial agents.*—Consuls have been known to the history of the United States since its beginning as a nation and date centuries back of this in other countries. By international law they are commercial agents. This fact is not generally known and recognized while their service in political and diplomatic directions and in aiding American citizens has emphasized this phase of their work rather than their primary function. The Consular Service has been and will continue to be the mainstay of the commercial information service. Its needs, therefore, should not be neglected in building up the additional services performed or to be performed within the Bureau of Foreign and Domestic Commerce.

*Improved efficiency.*—Within the last decade the personnel and efficiency of the Consular Service have been vastly improved through reform consisting of the application of high-grade examinations in entrance and system of promotion and by legislation at the last session of Congress providing for appointment to grades instead of a particular position. To-day it is not infrequently referred to as the most competent consular service maintained in any country; yet in some respects, through the result of precedents or inadvertence, it is most inadequately supplied.

*Net cost to United States.*—As a matter of fact, the net cost of the Consular Service is at present almost negligible, in 1914 being only \$43,000 in excess of the fees collected by consular officials. The revenue of the Government from fees collected by consular officials was \$2,040,000, whereas the expenditure on account of the service were \$2,083,000.

*Recommendations.*—The most pressing needs of the Consular Service are (1) complete Americanization, (2) adequate clerical assistance, (3) promotion of certain consular agencies to consulates where the city in which the consular agency is now situated has become of sufficient commercial importance, (4) the establishment of new consulates in certain cities not represented, (5) adequate inspection of the service.

*Americanization.*—The committee can not conceive of an argument against the position that those appointed to promote the commercial interests of the United States should be American citizens. It is clearly inconsistent to employ natives of a foreign country, whose sense of nationality and loyalty will lead them to prefer the interests of that country over those of the United States.

*Clerical assistance.*—Through failure to provide sufficient clerical assistance consuls are hampered in securing and promptly forwarding that commercial information which it is their main function to secure.

*New consulates.*—The following cities of commercial importance are now the seats of consular agencies and should, in the opinion of the committee, be the seats of consulates: Manaus, Brazil; Wellington, New Zealand; Adelaide, Australia; Brisbane, Australia; Torreon, Mexico (moving the consulate there from Durango); Soerbaya, Java; Pedang, Sumatra; Mollendo, Peru; Paíta, Peru; Helsingfors, Finland; and Bloemfontein, South Africa.

The committee further recommends the establishment of consulates in the following cities: Bahia Blanca, Argentina; Rio Grande do Sul, Brazil; Kalgan, China; Yunnanfu, China; Oruru, Bolivia; Tomsk, Omsk or Tashkend in Southern Asiatic Russia; Katanga, Belgian Kongo; Delhi, India; Kuala Lumpur (capital of) Federated Malay States; Port Sudan, Egypt; Sarajevo, Austria-Hungary; Cracow, Austria-Hungary; Swakopmund, German Southwest Africa; Perth, Australia; and Irkutsk, Siberia.

*More inspectors.*—At present the inspection of consulates is undertaken by five consuls general at large who are called upon to visit each consulate once in two years. The Consular Service would unquestionably be improved through more adequate provision for inspectors and more frequent inspection.

#### STATISTICS OF INTERNAL COMMERCE.

*Former appropriation.*—For some years prior to 1911 an appropriation of \$10,000 was made for the purpose of publishing statistics of internal commerce relative to the movements of trade. This publication was suspended owing to the failure of Congress to continue the appropriation. These statistics were, nevertheless, of very marked value to the commercial interests of the country and the suspension has been the cause of frequent complaint. In connection with its services to other branches of commerce, as well as of agriculture, it is not unreasonable to ask that the Government should make available this information, which is inaccessible from any other source regarding the movements of commerce within the United States.

*Recommendation.*—The committee recommends the resumption of the publication and an adequate appropriation therefor.

Respectfully submitted.

A. W. SHAW, *Chairman*.  
WALTER H. COTTINGHAM.  
C. HERBERT DEFOSSE.  
PHILIP B. FOUKE.  
E. OLIVER FOWLKES.  
EDWIN F. GAY.

CHARLES C. JENKS.  
CHARLES A. MCCORMICK.  
ALFRED H. MULLIKEN.  
LEWIS W. PARKER.  
CALVIN M. SMYTH.  
A. A. YOUNG.

#### BRIEF OF ARGUMENTS AGAINST COMMITTEE'S RECOMMENDATIONS.

The committee's report states fully the various considerations which support its recommendations. It is accordingly appropriate to set out here only such points of view as may be urged as counter arguments. These are stated below in brief outline.

##### I.

TO EXTEND THE AID OF THE GOVERNMENT FOR THE PROMOTION OF PRIVATE BUSINESS AT HOME AND ABROAD, AS IS PROPOSED IN THE REPORT, PARTAKES OF PATERNALISM AND TENDS TO LESSEN PERSONAL INITIATIVE.

The initiative of American business men has been a striking characteristic, commanding attention in all parts of the world. This initiative is dependent upon personal perception and willingness to risk capital in novel enterprises solely because of personal judgment, upon personal resources of skill and imagination, and upon readiness to utilize instantly every chance advantage. The strong disposition of Americans toward personal self-reliant enterprise, which goes to the point of returning again and again to the attack on problems with which others have failed, has resulted in industrial and commercial achievements at home on a scale which has never been equaled elsewhere and has gained very considerable success in foreign trade. Government activities which in any degree might tend to diminish the national trait of personal initiative would be unfortunate.

##### II.

REPORTS AND INFORMATION OBTAINED THROUGH GOVERNMENT OFFICIALS ARE USUALLY TOO GENERAL TO BE DIRECTLY USEFUL TO AMERICAN BUSINESS HOUSES.

The branches of American industry in which different manufacturers offer exactly the same product are relatively few. The typical American manufacturer, both because of competition and by reason of the use of patents, has specialized and makes an article with individuality and with peculiarities adapted carefully to particular



ses. These articles often require modification for foreign markets. In a report by Government agent, a manufacturer of a specialty will find little to suggest the possibilities he might develop for his article in a foreign market and the obstacles peculiar to his article in any attempt at establishing a trade. Such reports further fail always to give the credit information necessary to the establishment of a new trade. For typical American manufacturers foreign markets can be obtained only through personal effort in study of adaptations and in developing a foreign demand which will warrant devoting a part of the factory facilities of producing an article different in some respects from the article needed for the domestic market. Acceptance of desultory foreign orders and shipment of articles developed for the domestic market often disappoints the expectations of foreign purchasers and tends to bring unmerited discredit upon American manufacturers as a whole.

### III.

#### GENERAL ENCOURAGEMENT TO ENTER FOREIGN MARKETS IS UNWISE.

The conditions and intricacies of selling abroad are so different from circumstances in domestic markets that manufacturers who attempt to export directly, without making special preparation, are very likely to suffer losses and disappointment themselves and at the same time disappoint foreign purchasers. An export staff is practically a prerequisite. This staff must not only be able to correspond in various foreign languages but must be thoroughly familiar with foreign customs duties, the forms of packing which increase or decrease duties, foreign currencies and the fluctuating rates of exchange for American currency, international banking facilities, terms of credit, sources of reliable credit information about foreign customers, business customs in foreign countries, ocean freight rates and marine insurance, etc. Without the facilities of an adequate export staff a firm desirous of developing export trade will do far better to deal through commission houses which are so thoroughly familiar with foreign conditions as to need no assistance from government-acquired information. Lack of exact knowledge on such points as are mentioned above results in disappointments which are inimical to the extension of markets for American goods in other countries. In support of this view attention is called, for example, to the unfavorable impression created in Latin-America by the insistence of many American manufacturers that they receive payment before their goods leave the United States.

### IV.

#### ASSISTANCE TO AMERICAN BUSINESS MEN IN FOREIGN TRADE SHOULD BE EXTENDED BY THE GOVERNMENT THROUGH DIPLOMATIC CHANNELS.

International relations are a field from which the individual business man is excluded and which necessarily belongs to the Government. International negotiations and relations inevitably have great influence upon foreign trade. Consequently the Government, instead of expanding its activities in commercial research, should devote its attention more largely to negotiating commercial treaties, to using diplomatic channels to remove discriminations, and to pressing complaints of business men who in concrete instances have suffered through interposition of foreign governmental authorities in the normal course of trade. If there is any thought of giving business men assistance comparable to the governmental assistance extended to agriculture and other lines of endeavor, it should take the form of enlarged diplomatic activities in connection with foreign trade.

### V.

#### FOR THE DEPARTMENT OF COMMERCE TO DEVELOP A LARGE STAFF OF OFFICIALS WHO ACT IN FOREIGN COUNTRIES INDEPENDENTLY, TO ANY EXTENT, OF THE STATE DEPARTMENT AND ITS STAFF OF CONSULAR OFFICERS IS UNDESIRABLE.

As the report of the committee points out, the consular officers of the State Department are commercial agents of the Government. All commercial matters arising in foreign countries may become diplomatic questions, with which the State Department exclusively deals. Establishment of commercial agents under the jurisdiction of the Department of Commerce involves chances of foreign complications as well as of duplication.



## VI.

INCREASED APPROPRIATIONS FOR GOVERNMENTAL ACTIVITIES WHICH ARE NOT  
INDISPENSABLE SHOULD NOT NOW BE ASKED.

In view of business conditions during the last year and of the certainty that the end of the European war will be followed by conditions which will be novel and which can not be forecasted, this is not a time for requesting increased appropriations for new purposes. The revenues of the Government have been decreased. Resort has had to be made to special direct taxation of an emergency nature, and there is a possibility that a further increase will be necessary in these taxes.

[Special bulletin. Chamber of Commerce of the United States of America, Riggs Building, Washington D. C., January 17, 1916.]

**REFERENDUM NO. 10.—DEVELOPMENT OF THE BUREAU OF FOREIGN AND DOMESTIC  
COMMERCE AND THE CONSULAR SERVICE.**

The special committee of the chamber on the Department of Commerce submitted its first report two years ago. The recommendations made in the report were placed before the membership of the chamber in referendum No. 5 and received almost unanimous support. The second report of the committee urging further development of the Bureau of Foreign and Domestic Commerce and making recommendations for the enlargement and equipment of the Consular Service was recently made and by a vote of the board of directors was submitted to referendum on November 15, 1915.

Nine recommendations were placed before the membership of the chamber. Under the by-laws the vote closed at midnight on December 30, 1915, when 307 organizations had filed ballots. These organizations are situated in 42 States, the District of Columbia, and Hawaii. The American chambers of commerce in Berlin and Milan also took part in the ballot.

In the balloting each organization casts as many votes as it may have delegates at an annual meeting of the chamber. The number of delegates an organization may have depends upon the number of its members, but in no case falls below 1 or exceeds 10.

The recommendations of the committee and the results of the balloting on each recommendation were as follows:

A. *The Washington headquarters of the bureau.*—An increase in staff and appropriations for administration, editorial work, collecting and translating foreign tariffs, distributing information, research and translation, correspondence, and handling files, supplies, etc. (875 votes in favor, 19 votes opposed.)

B. *The field service of bureau generally.*—Appointment of a director of the field service and enlarged appropriations, with separate appropriations for collection and exploitation of samples, geographical experts at Washington, distribution of American literature abroad, adequacy in reimbursement for traveling expenses abroad, and allowances for living expenses abroad. (869 votes in favor, 18 votes opposed.)

C. *The field service of bureau in Latin America.*—Increased appropriations for immediate and special investigations. (871 votes in favor, 24 votes opposed.)

D. *Commercial attachés.*—Appointment of five new commercial attachés and distinction between attachés and trade commissioners. (848 votes in favor, 23 votes opposed.)

E. *Trade commissioners.*—Creation of the new position of trade commissioner and appointment of commissioners to at least six countries abroad. (860 votes in favor, 21 votes opposed.)

F. *District offices of bureau.*—Continuance of the present eight branch offices under new appropriations. (847 votes in favor, 38 votes opposed.)

G. *Civil service in bureau's field service.*—Appointment and promotion of members of the field service in accordance with the civil-service law. (872 votes in favor, 12 votes opposed.)

H. *The Consular Service.*—Americanization, adequate clerical assistance, elevation of 11 consular agencies to consulates and establishment of 15 consulates where there are now no American consular representatives of any sort, and more adequate and frequent inspection of consular offices. (877 votes in favor, 8 votes opposed.)

I. *Statistics of internal commerce.*—Renewal of the earlier publication of these statistics by the bureau, with adequate appropriations. (866 votes in favor, 25 votes opposed.)

The attitude of the chamber, under the provisions of the by-laws, can be fixed only by two-thirds of the votes cast. Consequently referendum No. 10 has defined the attitude of the chamber in favor of each of the nine recommendations of the committee. The detailed vote is tabulated below. Notes are added to indicate such definite action as members took in connection with their votes.

[illegible]

[illegible]

[illegible]

		Committee's recommendations.																	
Name of organization.		A		B		C		D		E		F		G		H		I	
		For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.
<b>Minnesota—Continued.</b>																			
Moorehead Commercial Club		4	1	4	1	4	1	4	1	4	1	4	1	4	1	4	1	4	1
St. Paul Association of Commerce		4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Winona Association of Commerce		4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
<b>Mississippi</b>																			
Greenwood Business League		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
<b>Missouri</b>																			
Kansas City																			
American Envelope Manufacturers Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Commercial Club		6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
Southwestern Interstate Coal Operators Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
St. Joseph Commercial Club		5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
St. Louis																			
Business Men's League		10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
Merchants' Exchange		6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
National Leather & Shoe Finders' Association		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Montana</b>																			
Billings Chamber of Commerce		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Butte Chamber of Commerce		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Great Falls Commercial Club		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Helena Commercial Club		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Lewistown Chamber of Commerce		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Missoula Chamber of Commerce		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Nebraska</b>																			
Lincoln Commercial Club		8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8	8
Omaha Commercial Club		9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9	9
<b>New Jersey</b>																			
Bayonne Chamber of Commerce		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Elizabeth Board of Trade		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Newark Board of Trade		5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
New Brunswick Board of Trade		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Passaic Board of Trade		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Paterson Chamber of Commerce		3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Trenton Chamber of Commerce		3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
<b>New York</b>																			
Albany Chamber of Commerce		6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
Auburn Chamber of Commerce		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Buffalo Chamber of Commerce		10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
Canajoharie Board of Trade		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cohoes Business Men's Association																			
and Board of Trade		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Earlville Flaxing Extract Manufacturers Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Elmira Chamber of Commerce		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Geneva Chamber of Commerce		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Heron Board of Trade		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Jamestown</b>																			
Board of Commerce		4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Manufacturers Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Kingston Chamber of Commerce		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Long Island City Queensboro Board</b>																			
of Trade		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Newburgh Chamber of Commerce		3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
<b>New York</b>																			
American Exporters & Importers' Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
American Hardware Manufacturers' Association		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
American Institute of Consulting Engineers (Inc.)		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Bridge Builders' & Structural Society		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Bronx Board of Trade		4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Eastern Ice Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Eastern Millinery Association (Inc.)		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Eastern Supply Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
International Acetylene Association		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Metalware Club		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
National Association of Clothiers		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

Name of organization.	Committee's recommendations.																	
	A.		B.		C.		D.		E.		F.		G.		H.		I.	
	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.
<b>New York—Continued.</b>																		
<b>New York—Continued.</b>																		
National Association of Glue & Gelatin Manufacturers.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
National Association of Manufacturers of United States of America.....	10	...	10	...	10	...	10	...	10	...	10	...	10	...	10	...	10	...
National Association of Stationers & Manufacturers of United States of America.....	5	...	5	...	5	...	5	...	5	...	5	...	5	...	5	...	5	...
National League of Commission Merchants of the United States..	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
The National Paper Trade Association of the United States.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
National Piano Manufacturers' Association of America.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
National Wholesale Druggists' Association.....	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...
National Wholesale Grocers' Association of the United States.....	6	...	6	...	6	...	6	...	6	...	6	...	6	...	6	...	6	...
National Wholesale Lumber Dealers' Association.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Natural Ice Association of America	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Printing Press Manufacturers' Association.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
Produce Exchange.....	10	...	10	...	10	...	10	...	10	...	10	...	10	...	10	...	10	...
Silk Association of America.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
United States Brewers' Association	4	...	4	...	4	...	4	...	4	...	4	...	4	...	4	...	4	...
United States Trade-Mark Association.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Writing Paper Manufacturers' Association.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
Niagara Falls Board of Trade.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Oneida Chamber of Commerce.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Oneonta Chamber of Commerce.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
Poughkeepsie Chamber of Commerce..	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...
<b>Rochester—</b>																		
(f) Chamber of Commerce.....	8	...	8	...	8	...	8	...	8	...	8	...	8	...	8	...	8	...
National Boot & Shoe Manufacturers Association of the United States.....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
Retail Lumber Dealers' Association of the State of New York...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Rome Chamber of Commerce.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Seneca Falls Chamber of Commerce (Inc.).....	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...	1	...
Syracuse Chamber of Commerce.....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Utica Knit Goods Manufacturers Association.....	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Yonkers Chamber of Commerce.....	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...	3	...
<b>North Carolina:</b>																		
Asheville Board of Trade (Inc.).....	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...	2	...
Charlotte Chamber of Commerce.....	...	2	...	...	...	...	...	2</										





Name of organization.	Committee's recommendations.															
	A.		B.		C.		D.		E.		F.		G.		H.	
	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.	For.	Against.
<b>Tennessee:</b>																
Chattanooga Manufacturers' Association.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Memphis (T.) Business Men's Club.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Nashville—Tennessee Manufacturers' Association.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Texas:</b>																
Fort Worth Chamber of Commerce.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Houston Chamber of Commerce.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Utah:</b>																
Salt Lake City—Manufacturers' Association of Utah.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
<b>Virginia:</b>																
Alexandria Chamber of Commerce.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Newport News Chamber of Commerce.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Norfolk—																
Chamber of Commerce.	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7
North Carolina Pine Association.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Richmond Southern Supply & Machinery Dealers' Association.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
<b>Washington:</b>																
North Yakima Commercial Club.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Seattle—New Seattle Chamber of Commerce.	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
<b>West Virginia:</b>																
Fairmont Chamber of Commerce.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Parkersburg Board of Commerce.	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
<b>Wisconsin:</b>																
Fond du Lac Business Men's Association.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Madison Board of Commerce.	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7
Racine Commercial Club.	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
<b>Milwaukee:</b>																
Chamber of Commerce.	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Merchants & Manufacturers' Association.	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6
Wisconsin Manufacturers' Association.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Neenah, American National Retail Jewelers' Association.	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
<b>Germany:</b>																
Berlin—American Association of Commerce and Trade in Berlin.	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
<b>Italy:</b>																
Milan—American Chamber of Commerce in Milan.	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

(a) The San Francisco Chamber of Commerce states that in its opinion the Bureau of Foreign and Domestic Commerce could greatly increase the value of their activities if they could have experts in foreign trade visit the different cities of the United States, and call personally upon the merchants and manufacturers and urge them to visit personally various foreign countries to see for themselves the opportunities, conditions, and requirements, in addition to reading the various interesting and instructive reports published by the Bureau of Foreign and Domestic Commerce.

(b) The Denver Chamber of Commerce in voting on recommendation G, pertaining to civil service in the bureau's field service, emphasized its belief that in administration of the civil-service law weight should be given to practical experience.

(c) The Longmont Commercial Association registers its vote in the affirmative with the proviso that all appointments should be nonpartisan.

(d) The National Association of Tanners suggests that the fields of activities of the bureaus of the Government should be definitely established so as to avoid duplication of effort and therefore waste of knowledge.

(e) The St. Joseph Commerce Club filed a resolution expressing the opinion that the efforts of the Department of Commerce to extend our foreign trade will not be successful unless accompanied with an agreeable policy to develop the American Merchant Marine.

(f) The Rochester Chamber of Commerce qualifies its vote upon recommendation B with the statement that it opposes that portion of the recommendation providing for the "appointment of a director of field service and enlarged appropriations, with separate appropriations for collection and exploitation of samples, geographic experts at Washington, distribution of American literature abroad," for the reason that they believe the appropriation provided for in recommendation A should give the department adequate funds with which to handle the necessary business of the bureau. They suggest centralizing the display of samples from abroad at the Washington office, provision being made for lending them to chambers of commerce throughout the country. They favor that portion of the recommendation providing for an adequate allowance for traveling and living expenses.

(g) The Portland Chamber of Commerce in regard to the maintenance of district offices (recommendation F) prefers cooperation between States and Federal Government. Under this plan each State which

wishes to have branch offices would pay half of the cost and the branch office would be charged especially with collecting information about the import and export requirements of that State. With reference to recommendation G it is suggested the United States adopt the plan of the German Government of extending temporary appointments to practical business men in special lines without reference to civil-service requirements. They favor the Americanization of the Consular Service (recommendation H), but recommend strengthening the consulates in the main trade centers rather than stationing additional consular agents in remote districts.

(h) The Easton Board of Trade qualifies its vote in favor of recommendation F with the suggestion that Philadelphia be added to the list of cities at which district offices are located.

(i) The Reading Chamber of Commerce qualifies its vote in favor of the recommendations of the committee, with the proviso that all appointments made for the purpose of carrying out the committee's recommendations should be brought under the classified civil service.

(j) The Aberdeen Commercial Club explains its vote in opposition to all recommendations except H by stating that in their opinion the recommendations contemplate the building up of a system of manufacturers' sales agents in foreign countries at Government expense, a plan to which they are opposed.

(k) The Memphis Business Men's Club qualifies its vote in favor of recommendation F, with the proviso that an additional district office be established at Memphis.

#### ORGANIZATIONS NOT FILING BALLOTS BUT RECORDING OPINIONS.

The American Chamber of Commerce in Paris voted neither for nor against the recommendations of the committee, stating that they are unanimously of the opinion that the efforts of the Chamber of Commerce of the United States should be directed toward bringing about the coordination and centralization of activities of the United States Government abroad under the direction and control of the Department of State, and that when this fundamental principle has been established the national chamber should lend its influence to the extension of these activities.

#### BALLOTS RECEIVED TOO LATE.

The ballots of 17 organizations were received too late to be counted. The organizations represented by these ballots are as follows;

The American Paper and Pulp Association, entitled to one vote, indicated that it would vote in favor of all the recommendations of the committee.

The Berlin Board of Trade, New Hampshire, entitled to one vote, indicated that it is in favor of all recommendations.

The Binghamton Chamber of Commerce, New York, entitled to three votes, indicated that it would vote against all of the recommendations.

The Birmingham Chamber of Commerce, Alabama, entitled to five votes, indicated that it is in favor of all of the recommendations.

The Galveston Commercial Association, Texas, entitled to five votes, indicated that it would vote in favor of all recommendations.

The Illinois State Brewers' Association, entitled to one vote, indicated that it would vote in favor of all recommendations.

The Iowa State Manufacturers' Association, entitled to three votes, indicated that it would vote in favor of all recommendations.

The Jamestown Commercial Club, North Dakota, entitled to one vote, indicated that it was in favor of all the recommendations except B, C, and E.

The Kalamazoo Chamber of Commerce, Michigan, entitled to two votes, indicated that it would vote in favor of all recommendations.

The New York Merchants' Association, entitled to 10 votes, indicated that it was in favor of all recommendation.

The National Association of Furniture Manufacturers of America, entitled to one vote, indicated that it is opposed to recommendations B and C, but in favor of the other seven.

The Olympia Chamber of Commerce, Washington, entitled to one vote, indicated that it would vote in favor of all recommendations.

The Rahway Board of Trade, New Jersey, entitled to one vote, indicated that it would vote in favor of all recommendations.

The San Juan Camara Insular de Comercio, Porto Rico, entitled to two votes, indicated that it would vote in favor of all recommendations.

The Shelton Chamber of Commerce, Connecticut, entitled to one vote, indicated that it would vote in favor of all recommendations.

The Spokane Chamber of Commerce, Washington, entitled to six votes, indicated that it would vote in favor of all recommendations.

The Syracuse Manufacturers' Association, New York, entitled to one vote, indicated that it would vote in favor of all recommendations.

ELLIOT H. GOODWIN, *General Secretary.*

JANUARY 17, 1916.

Senator OVERMAN. Just go ahead in your own way, Mr. Shaw. We know all about this, and anything that you want to state that is special you may go ahead and state. You say that this is the largest vote given on any subject. That is all we want to know about it.

ADMINISTRATIVE WORK, BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

Mr. SHAW. Now, of the different proposals in this referendum, I should like first to take up the appropriation for what might be called the overhead work, or administrative work, in Washington.

Senator OVERMAN. In what department?

Mr. SHAW. In the Bureau of Foreign and Domestic Commerce.

Senator OVERMAN. Are you a member of that department?

Mr. SHAW. No; I am the chairman of the committee on the Department of Commerce of the Chamber of Commerce of the United States.

Senator OVERMAN. You are not in the Commerce Department?

Mr. SHAW. No.

Senator ROBINSON. This is an independent organization.

Senator OVERMAN. I know it is; and what I say is that he is trying to get an appropriation here under the Commerce Department, as I understand.

Mr. SHAW. Yes.

Senator OVERMAN. Does the Secretary of Commerce indorse this proposal?

Mr. SHAW. Yes.

Senator OVERMAN. He will be down here after a while, will he not?

Mr. SHAW. Yes; but I want to—

Senator OVERMAN. You want to back him up in what he says as a member of a different organization not connected with the Government?

Mr. SHAW. I would say that we are not only backing him up but that we are expressing our ideas as business men as to what should be accomplished on this subject, the function of the bureau, and the amount of money necessary to promote it.

Senator OVERMAN. All right, go ahead.

Mr. SHAW. It would seem to us, as business men—and our committee has had several sessions, and has spent a great deal of time on this matter—that there is a lack of administrative help. Under the statutory appropriation not enough help is provided to make effective much of the work of investigation. It is like a factory with an inadequate managing or executive staff. There is a great deal more that could be turned out there. There is a great deal more information that could be furnished. There is a bigger service that could be performed if the appropriation for administrative help was greater.

To take up certain instances, the bureau has a staff of commercial attachés—10 commercial attachés. There is no provision for what, in business, we would call a manager for those 10 commercial attachés.

They have eight branch offices, but there is no director of those eight branch offices. There is a need, it seems to us, for more help of a higher grade; and we believe that the request the Secretary has made is a request for only what is really needed down there.

The House has allowed approximately \$130,000 for this purpose. The Secretary asked, I think, for \$160,360. I think it would take all of the \$160,000 to make that work as effective as it should be.

This is the time, on account of our international relations, when the work of this department should be most immediately effective. In certain times we could think of this as a great constructive work that gradually would be of increasing benefit; but this is a time, from the trade point of view, of emergency; and everything they have down there, and everything that is found out by their investigators and field agents, should be immediately available for business men. So the first thing that we wanted to bring to your attention was the lack, in the administrative part of the bureau, of the right kind of help to make the work they are doing there of the greatest immediate usefulness and value.

Senator ROBINSON. Where is the item in the bill to which you refer, please?

Mr. SHAW. That is in the statutory appropriation.

Mr. SKINNER. On page 123, lines 8 to 17.

Mr. SHAW. We do not feel that we are capable of indicating that there should be another clerk here and another chief of division here, but we simply want to bring that general impression to you—that there is a lack of that sort of help down there, and that the flow of this material out to business men, at a time when it is of immediate urgency, is retarded merely by a lack of capacity.

Senator SMOOT. Last year there was appropriated for the same purposes \$119,280. This year the House gives you \$130,640, and the estimates of the department are \$160,360.

Mr. SHAW. They added \$11,000, if I remember, but they only gave four or five extra people.

Senator ROBINSON. What are the duties of an editorial assistant and an editorial clerk?

Senator OLIVER. A press agent, I suppose.

Mr. SHAW. You see, they issue the daily Commerce Reports.

Senator ROBINSON. That is what my inquiry is addressed to. Is this a press agent, or is this some one who compiles in the department and edits the information to be furnished to business men?

Mr. SHAW. That is the function. They issue the daily Commerce Reports.

Senator OVERMAN. We issued them last year, did we not? We gave you that appropriation last year in order to edit this information that came in?

Senator ROBINSON. Some of the bureaus used to maintain press agents solely for the purpose of exploiting and advertising the bureaus and the bureau chiefs. That was true in the instance of the Bureau of the Census a good many years ago. At least it seemed to me to be true. The chief duties of that clerk, who performed services in the nature of an editor, were to write articles "boosting" the employees of the department; and I wondered if the editorial assistant and editorial clerk in the Department of Commerce performed such services.

Mr. SHAW. If they do perform such a service, I think the business men would be just as keenly against it as anyone could be.

Senator ROBINSON. Are those duties defined by statute or by order from the department?

Mr. SHAW. I am not familiar with that matter.

Senator ROBINSON. All right; go ahead.

Mr. SHAW. But I do know this, from an examination of the work that goes through——

Senator OVERMAN. We gave \$3,000 to Dr. Pratt last year to publish these bulletins. He said he had no idea of the amount of work there.

Senator ROBINSON. I presume that is the work—the editing of bulletins and circulars.

#### PROMOTING COMMERCE, SOUTH AND CENTRAL AMERICA.

Mr. SHAW. You see, they get out the daily Commerce Reports. Then they get out these exhaustive reports on single lines of industry, such as the cotton investigation, the investigation into agricultural machinery, markets in South America, and so on.

Senator OVERMAN. They do not need any appropriation for that now, do they? They are not asking for anything on that line, are they?

Senator SMOOT. Yes; they are asking for it.

Mr. SHAW. They are asking for an addition of \$25,000 that the amount be increased from \$75,000 to \$100,000. They are asking, in addition to what the House committee granted, \$25,000, so as to make the total \$100,000.

Senator SMOOT. The present law is \$75,000, and they gave them \$100,000.

Mr. SHAW. We believe that a great deal of valuable information on this subject that is immediately needed is held back by a lack of some kind of help, that they should be better qualified than we are to discuss in detail, but that such a condition exists down here.

#### PROMOTION OF FOREIGN COMMERCE OUTSIDE LATIN AMERICA.

The next thing that we want particularly to call attention to is the fund for the promotion of foreign trade outside of Latin America. There they had last year \$75,000. This year the House granted \$125,000. That \$125,000 probably would be sufficient for this work at this time if it were not that out of that \$125,000 comes \$50,000 for the maintenance of the branch offices in the United States. We always have felt, in the chamber of commerce, that this amount is needed to do the work that should be done.

Senator SMOOT. Do you mean to say that out of the \$75,000 that we appropriated last year to promote and develop the foreign and domestic trade of the United States, \$50,000 was spent here in the branches in the United States?

Mr. SHAW. That is what I estimated it would cost this year. Last year, I think, the figure was \$43,000.

Mr. SKINNER. That is correct; \$43,000.

Mr. SHAW. \$43,000 last year. I call your attention to the referendum on that point.

Senator OVERMAN. What do you think about those branch offices. Have they done any good?

Mr. SHAW. I think they have done a tremendous amount of good. For instance, in New York City the calls there average over 500 a week. Manufacturers, particularly the smaller ones, are getting



more and more interested in foreign trade. It always has been a difficult thing to get the average manufacturer interested in foreign trade. It is a formidable subject, and if the manufacturer can go to one of these branch offices and talk with men who know something about it and put his hands on all this information he can become effective much more quickly than he could without those branch offices.

Senator SMOOT. Could not all that information be given from Washington, in answer to a letter sent here to the Secretary of Commerce?

Senator OVERMAN. No; I think not.

Mr. SHAW. There is not the advantage that personal contact and explanation gives. The fact that over 500 people a week come into the New York office indicates, I think, the interest that there is on the part of business men in this matter.

Senator SMOOT. If I were interested in extending my business to a foreign country, I think I would have enough interest in it to take a railroad train and come down here.

Senator OVERMAN. Senator, we increased that appropriation for this purpose on the demand of the merchants, Mr. Shaw's associates, last year, in order that they might have a branch office at Boston, I think, and New York, where the manufacturers and exporters could go and get all the information they wanted without calling here for it. I think myself it is a very important thing.

Mr. SHAW. Our organization has never asked for any branch offices. Our point is this——

Senator OVERMAN. The Secretary himself wanted it.

Senator SMOOT. I do not believe in it.

Mr. SHAW. If the branch offices should really be considered as a separate proposition, if you are going to appropriate for branch offices, good; but we are asking for so much money for the promotion of foreign trade.

Senator SMOOT. That is what it ought to be used for, and nothing else.

Mr. SHAW. The greater part of it, we think, should be spent abroad; but we do favor the continuance of the branch offices next year. We feel, however, that this \$125,000 is needed.

Senator SMOOT. Do you mean an extra \$125,000?

Mr. SHAW. No; we would say an extra \$50,000 for the branch offices. We feel that this \$125,000 should be expended for the promotion of foreign trade.

Senator SMOOT. The \$125,000 that is provided in the House bill you want to have used, as I understand, entirely outside of the United States; and then you want an appropriation of \$50,000 to be made for branch offices in the United States?

Mr. SHAW. I mean this: I do not know that I could say it should be entirely so used. It may be that part of the administrative work would be done here; but I mean that mainly it should be expended outside of the United States for definite work of research and development of foreign trade. We do, however, favor the \$50,000 appropriation for the branch offices, and the \$125,000 for the other purposes.

Senator OVERMAN. Go along as fast as you can, please.

## COMMERCIAL ATTACHÉS.

Mr. SHAW. The next thing is the extension of the commercial attaché service. No increase was granted. The Secretary asked, I think, for \$225,000 and he was given \$100,000, the same as he had last year. At this particular time the commercial attaché service is perhaps the most valuable service that American business men can have. Commercial attachés practically represent American business in these various countries. They are actively at work for American business men. Now is the time when a tremendous amount of trade is being diverted from other countries to this country. In other words, it is as if there were four concerns, and three of them were shut down and crippled; one of them has had a lot of extra trade.

Senator OVERMAN. Have we foreign attachés now in the war zone?

Mr. SHAW. Yes, sir; we have one now in Berlin, and one in Paris, and one in London.

Senator OVERMAN. The others are down in South America, are they?

Mr. SHAW. There are four in South America, and there is one in Australia.

Senator SMOOT. I think the one in Berlin will not have very much to do, probably.

Mr. SHAW. We believe this is the particular part of the work that can, under these circumstances, do the greatest amount of good. Those men are there, and they are ready to go out and help in the diversion of this foreign trade, help in holding it, and help in building up the right state of mind toward American manufacturers.

Senator OVERMAN. Have you seen any good results from the work of these foreign attachés?

Mr. SHAW. Oh, we have seen tremendous results. There are dozens of instances, and in some of the instances the results have been simply tremendous. Take the case of the Bolivian tin that has been diverted to this country. It is coming to the American Smelting & Refining Co.'s plant in New Jersey. It is estimated that \$30,000,000 of that tin ore, that formerly has gone to other countries, is going to be converted here in New Jersey. That means that they have a credit down there of \$30,000,000 with which to buy our goods, and we get the profit on the tin as well.

Senator OVERMAN. Was that brought about by the commercial attachés?

Mr. SHAW. That was brought about very largely in that way. I do not think it would have happened without Commercial Attaché Havens, who was an engineer.

Senator SMOOT. Before those attachés were ever appointed that subject matter was under discussion by the Government here, and had virtually been put in operation—not to the extent that it has grown since that time, however, because that was impossible; but the whole question had been discussed before ever there were any attachés appointed.

Senator OVERMAN. I know that there is a manufacturer in my State whose output is all taken by Bolivia. They shut down on him because they could not sell their tin, but since that time it has been diverted to this country, and now the manufacturer is selling his product.

Senator SMOOT. We had the matter up before the committee, and this subject came up. I simply mention that fact because I did not want the record to show that that subject matter had been worked up entirely by the commercial attachés.

Mr. SHAW. Do you not think they have done a considerable part of it?

Senator SMOOT. I recognize, of course, the fact that they are doing a very splendid work, but I simply wanted to keep the record straight; that was all.

Mr. SHAW. The chairman asked me about the matter, and I could quote any number of cases of cotton machinery, for instance, being put into China, and the coal trade has been developed in Spain.

If we might put emphasis on any special feature, it is on the extension of this commercial attaché service, although we would like to differentiate the title. We think that a man should be called a "commercial attaché" when he is accredited to a legation—that is, where we have a legation—but that in countries like Australia he should be called "trade commissioner." That is a mere detail. The functions would be the same, though we believe that there should be that distinction, and that it would be for the good of the service.

I had a map made up, and I spent Sunday afternoon in reading the reports of these commercial attachés. I had the whole lot put before me, and I spent Sunday afternoon in that way.

Senator OVERMAN. You want to increase that?

Mr. SHAW. We want to have that increased by 10.

Senator OVERMAN. Is there anything else?

Mr. SHAW. I think that is about all. I should like to call your attention to this map. You will note that there is a map which indicates the towns that the commercial attaché, in a little over a year that he has been in Rio, has been able to visit. At the time this map was made up he was here [indicating on the map]. As a practical business man and a manufacturer and a publisher, I was really astonished at the mass of material that has been sent in by the commercial attachés, and its value. I want to point out, too, that when we ask for increased appropriations we are representing business men, who as a rule are inclined to be conservative about Government expenditures. I do not think we would be asking for these increased expenditures if we did not think it was really a very desirable expenditure.

Senator OVERMAN. Where are you from?

Mr. SHAW. I am from Chicago.

Mr. OVERMAN. And you represent the chamber of commerce?

Mr. SHAW. I represent the Chamber of Commerce of the United States, with its head offices here in Washington.

Senator OVERMAN. Are you a manufacturer yourself?

Mr. SHAW. Yes; I am a manufacturer and publisher.

Senator OVERMAN. You examined these reports, you say—the mass of reports?

Mr. SHAW. Yes.

Senator OVERMAN. And they give a great deal of information?

Mr. SHAW. Yes. This seems to me just the time when we need a service like the commercial attaché service. That is a quick-acting service. We get these men out in the fields soon, and we can get information back, and they can perform their service right at this

time. It depends on the service we give as to how much of this foreign trade we are going to hold.

Senator OVERMAN. Is there anything else?

Mr. SHAW. No; I think that is all.

Senator OVERMAN. Have you anything to say, Mr. Goodwin?

Mr. GOODWIN. No, Mr. Chairman. If there are any questions in regard to the way the chamber of commerce acts, I shall be very glad to explain it.

Senator OVERMAN. We understand all that.

Mr. GOODWIN. But I have nothing to add to Mr. Shaw's statement.

Senator OVERMAN. We are very familiar with that.

## DEPARTMENT OF COMMERCE.

### STATEMENTS OF HON. WILLIAM C. REDFIELD, SECRETARY OF THE DEPARTMENT OF COMMERCE; S. W. STRATTON, DIRECTOR OF THE BUREAU OF STANDARDS; AND GEORGE C. HAVENNER, CHIEF CLERK OF THE DEPARTMENT OF COMMERCE.

Secretary REDFIELD. Mr. Chairman, as in the case of the House committee, I have caused to be prepared some written statements, signed by me, which I should like to file for the record as bearing upon the various matters the department wishes to submit for your consideration.

Senator OVERMAN. All right; put it in the record.

(Secretary Redfield submitted the following statement at this point:)

The legislative, executive, and judicial bill as it passed the House does not contain several exceedingly important items submitted in the estimates of the Bureau of Standards. The most urgent of these items are as follows, and should be provided for in order to enable the bureau to meet the urgent demands that are now being made upon it:

#### NEW POSITIONS.

Assistant to the director.....	\$3,000
One clerk, class 4.....	1,800
Publication clerk.....	1,600

*Assistant to the director.*—This position is imperatively needed on account of the present condition of the administrative work of the bureau. There is at present no administrative assistant. This work has grown to such an extent that assistance of this kind is very badly needed if the work of the bureau is to be efficiently handled.

*Clerk, class 4.*—This position is urgently needed as a property clerk in order that property, inventories, and other matters may be properly cared for.

*Publication clerk.*—The publication clerk is needed in the preparation and distribution of publications. This work has grown to such an extent that the bureau is often many weeks behind in it. The results of the bureau's work may be made to reach several times the number of people that they now do with the addition of a small amount of assistance to be utilized in the preparation and distribution of the bureau's publications.

#### INCREASES IN SPECIFIC SALARIES.

*Chief mechanic, \$1,800 to \$2,000.*—The chief mechanic of the Bureau of Standards is in charge of all of its construction of scientific apparatus. In all forms of testing and especially in research problems scientific apparatus must be designed and constructed. For this purpose the bureau is equipped with a shop in which are employed 20 or more instrument makers. Their supervision calls for experience and skill in the construction of such apparatus and the supervision of workmen. The present salary is entirely inadequate for the services performed.

## SALARIES, BUREAU OF STANDARDS.

Mr. STRATTON. Mr. Chairman, on page 130 there is one increase in salary that we would very much like to have considered. It is the salary of the chief mechanic, the second position from the bottom in the right-hand column. This man has charge of all the construction of scientific apparatus.

Senator OLIVER. Where does it come in this bill?

Senator OVERMAN. Right on the side note, Senator. He gets \$1,800, and you want him to get \$2,000?

Mr. STRATTON. Yes, sir. He is not only a skilled workman but he has in charge the designing and construction of all our experimental apparatus. The mechanics are really instrument makers. They are very difficult to secure. This man has not only shown remarkable ability in that respect—he learned his trade originally in the best shops in the old country—but he is now our chief designer, and is superintendent of the shop. The salary is not at all adequate to his position, and I should very much like to have it raised.

Senator SMOOT. Under what heading is he taken care of now?

Mr. STRATTON. You will find the salaries to the left on that same page.

Senator SMOOT. Those are not taken care of. I mean where is he now taken care of in the bill?

Mr. STRATTON. In the bill, on line 20, page 130.

Senator SMOOT. You ask for an increase of \$200 for him?

Mr. STRATTON. An increase of \$200. It is a very urgent case. The man has been with us since the establishment of the bureau, and is one of the best men in his line in this country; I would like very much to see it done.

Senator OVERMAN. What else have you?

Mr. STRATTON. In regard to the new positions, there are two or three positions we would like to have considered that were not allowed in the House bill. The first one at the top of that column—the assistant to the director—is intended as an assistant in administrative affairs. I have no one, and have never had anyone, in the bureau other than the secretary of the bureau; and he is practically the chief clerk. I have no administrative assistant in the technical work, which has grown very greatly.

Senator OVERMAN. You have a chief who gets a good salary—\$4,800?

Mr. STRATTON. He is a physicist. He has nothing to do with the administration of the bureau. He is chief of the electrical division, and devotes his time to scientific work. There is no one who serves as an assistant to the director. The "secretary" (over in the left-hand column), at \$2,200, is practically the chief clerk of the bureau, in charge of the office. His work is exceedingly important, but has to do with the usual routine duties of office work, such as files, correspondence, publications, appointments, etc. The position asked for is to provide an assistant in the administration of the scientific and technical work of the bureau.

Senator OVERMAN. On what line is that?

Mr. STRATTON. The third line from the bottom—"one secretary, from \$2,200 to \$2,500." We asked to have the salary increased by that amount, but it was not allowed by the House committee. The position of secretary is the only administrative position we have.



He is the secretary of the bureau, and looks after the things that a chief clerk usually attends to. He is in no way an assistant to the director.

There are two of the clerks that were estimated for that we would like to have added. About the middle of that column on the right you will see "one clerk of class 4, \$1,800." That is wanted as a property clerk. There is no one at the bureau whose sole business is the care of the property, other than the clerk assigned to that work.

Senator SMOOT. Who is doing it now?

Mr. STRATTON. A \$1,200 clerk that we have detailed for that purpose, it has entirely outgrown the clerk. It ought to be in charge of a man who has had experience in handling apparatus and equipment, especially inventories and property records; the bureau should have had such a man long ago.

Senator SMOOT. What is the other clerk you are speaking of?

Mr. STRATTON. That one of class 4 is a clerk to be used as a property clerk.

Senator SMOOT. What is the next one?

Mr. STRATTON. A publication clerk. The work of editing and distributing publications has grown very much; and if we could put in a man whose special duty is to assist in both the editing and the usual routine of the publishing and distributing of publications, we could make the work of the bureau much more useful, and reach many more people. It is now attended to by the secretary to whom I referred before; but the work now requires the continuous services of a good clerk working, of course, under the supervision of the secretary.

Those are the two clerical positions that we would like very much to have added; they are both urgently needed and essential to the efficient handling of the matters referred to.

Senator OVERMAN. Is there anything else?

Mr. STRATTON. Of course, we would like to have all of the increases in new positions asked for in the estimates. They are all badly needed, but the two referred to are the most urgent.

Senator OVERMAN. Did not the House give you 10 or 11 additional clerks?

Mr. STRATTON. No; the House gave us not over two additional clerks, and I think the highest salary was \$1,000.

Senator OVERMAN. No additional employees?

Mr. STRATTON. Yes, sir; in the scientific line, but not clerks.

Senator OVERMAN. What is the next item, Doctor? We want to get along as fast as we can.

#### INVESTIGATION OF PUBLIC-UTILITY STANDARDS.

Mr. STRATTON. The next item is the fund for the investigation of public-utility standards, page 133, line 15.

(Secretary Redfield submitted the following statement on this subject:)

#### INVESTIGATION OF PUBLIC-UTILITY STANDARDS, BUREAU OF STANDARDS.

(Present appropriation, \$25,000; increase of \$25,000 submitted.)

The sum now available for the public-utility work of the bureau is inadequate for properly carrying on the most urgent problems in hand. The work of research, which must be done very thoroughly if done at all, is available to every State in the Union,



and is needed by every one of them. Most of the States have public utility commissions charged with the duty of setting standards of sale, adequate, and efficient service as well as fixing rates or passing upon the question of whether current rates are fair. The question of standards of service can not be handled satisfactorily by a large number of States acting separately, but can best be considered by the Bureau of Standards acting in cooperation with the State commissions and the utility companies, and thus fair and uniform standards can be made available which will improve the quality and the efficiency of public utility service.

The work so far done by the bureau has been of great value and is highly appreciated by the State commissions and municipalities. The annual cost of the proposed work, if the increased appropriation is granted, will be only a twentieth of a cent per capita of the population, which in comparison with \$20 per capita spent annually for public-utility service is a very trifling amount for so important and fundamental a service.

The increase of safety and the better relations established between the public and the utilities are important advantages of such work, besides the improvement in the quality and efficiency of the service. From the standpoint of good government, it is of the first importance that public utilities, which in most cases are essentially monopolies, should be regulated intelligently and adequately, and this is impossible without well-formulated standards by which to judge the safety, quality, and efficiency of the service rendered.

It is extremely important that this item be increased to the full amount of the estimate if the bureau is to handle even the most important items of information demanded by the public.

Mr. STRATTON. A year ago the department submitted an estimate for this work. I think it was \$100,000 originally as it left the bureau, and \$25,000 was appropriated. During the year the bureau has done a great deal with that toward the establishment of the standards that public-utility commissions need. It has proven to be an exceptionally important and useful work. There is a great deal that it is necessary for public-utility commissions and State authorities to have available in the way of information, for which they can not go to the public-utility companies themselves.

The question of the regulation of public utilities is one of the most important in the country, and there is scarcely a public-utility commission that does not come to us for this knowledge and that has not been pressing us to increase this work.

It does not go into the question of costs and matters of that kind that they themselves should do, but simply has to do with the standards of quality and practice that must enter into public-utility work. I have had letters from quite a large number of these commissions, as well as individuals, and I have told them that we have submitted this estimate, and we would do the best we could. The statement submitted by the Secretary of Commerce should be carefully considered in connection with this item.

Senator SMOOT. What is the next item?

Mr. STRATTON. Are there any questions about the public-utility work?

Senator OVERMAN. No; you can go ahead. We understand that

#### TESTING STRUCTURAL MATERIALS, BUREAU OF STANDARDS.

Mr. STRATTON. At the top of that same page 133, line 1, is another very important matter—exceedingly important at this time namely, the investigation and testing of structural materials.

The present conditions have brought about many necessities among the industries as to the adaptation of American materials. The structural-material work during the past year has been of the

greatest value to the country in helping out on those lines, in the substitution of all sorts of materials for those that were formerly imported. At present the fund is used almost entirely in connection with Government purchases.

To-day the Government is buying such materials according to tests and specifications; the bureau assists in the preparation of these specifications and serves as a testing laboratory for the Government; this is important work and has been given precedence over other work to a large extent; we ought to have enough money to conduct investigations in order to improve those specifications, standards of quality they are called, and the methods of testing these investigations are just as necessary from the standpoint of the manufacturer and the user of such materials; we know far too little about them, the entire sum might very profitably be spent on any one of the leading classes of structural materials; this is an exceedingly important matter at present, and I sincerely hope the sum can be restored to the original estimate of \$150,000. I wish we might put double that amount into it. It would be money well spent.

Secretary REDFIELD. I simply want to say that this work has resulted in bringing to this country bodily within the last year more than one new industry heretofore carried on solely abroad; and its possibilities of usefulness to American industry and American labor are unlimited.

(Secretary Redfield submitted the following statement on this subject):

#### TESTING STRUCTURAL MATERIALS, BUREAU OF STANDARDS.

(Present appropriation, \$100,000; increase of \$50,000 submitted.)

The bureau serves as a testing laboratory for the Government service in the purchase of all kinds of building materials, especially those used in the construction of public buildings, the Panama Canal, and practically all the bureaus of the Government service doing construction work. This testing work has doubled during the past year. It has increased to such an extent that very little of the present fund is available for undertaking the investigations necessary for improvements in the methods of testing and the standards of quality of these materials, nor is the bureau enabled to take up many problems of economic importance arising from the failure of the materials under service conditions. During the past two years unusual demands have been made upon the bureau as to the physical qualities of American products where foreign products have been used formerly. This is not a purely temporary condition, as the industries were beginning to make rapid strides in the application of scientific knowledge before the present conditions arose. There are many urgent problems to be solved in connection with the safe and efficient use of these materials, the solution of which will be of inestimable value to the public. It is urgently requested that the present appropriation of \$100,000 be increased to the estimate of \$150,000. It has been regretted many times that this total sum is not now available for this purpose. It would be an exceedingly wise and economic expenditure.

#### INVESTIGATION OF CLAY PRODUCTS, BUREAU OF STANDARDS.

Mr. STRATTON. The item for the investigation of clay products is on page 134, lines 17 to 21. It was reported by the House committee and went out on a point of order in the House. The same item was reported from this committee last year, but omitted in conference.

That is a very serious matter. The people engaged in our paper industry have had to go abroad for their clay; and only a few weeks ago they made the statement before the Secretary, in his office, that

they still had to do so. Now, it is not so. The clays in this country can be and are being utilized, and within the past week we have brought these paper makers face to face with the men who are producing the clay. Of course, it has to be adapted.

The same thing is true in the making of crucibles. We speak of "refractories" as all of those materials made from clay that have to stand a high temperature. Gas retorts, the pots or crucibles used in glass making and in brass foundries, fire brick, furnace linings, and all those things, are made from clays which are called fire clays. Many of the crucibles used in these industries are made from graphite and clay mixed together, and heretofore that clay has all been imported from Germany. Now, clays have been found in this country that are applicable to this purpose. The Geological Survey is surveying the clay deposits throughout the country, but our special study is of the properties of clay necessary to use in making these things.

It does not interfere at all with any work that is going on elsewhere, and it has been of the greatest importance. Only last week we had a letter from the Joseph Dixon Crucible Co. begging us to give them some indication as to whether American clays could be used in making crucibles, they stating that the product of crucibles in this country amounted to \$25,000,000 annually. The great majority of the clay that has gone into those crucibles has been imported. The characteristics of clay needed for this purpose have been determined, and several American clays have the desired properties. More will no doubt be found now that the quality needed is known.

The maintenance of that fund for a few years, three or four or five years, would enable us to do work that would be of immense importance to the clay industries of this country—pottery, brick, tile, everything made from clay. These people know very little of the characteristics of material needed to give the manufactured product a definite character.

(Secretary Redfield submitted the following statement on this subject:)

INVESTIGATION OF CLAY PRODUCTS, BUREAU OF STANDARDS.

(New appropriation, \$10,000.)

The brick, tile, terra cotta, pottery, and other industries engaged in the production of clay products are greatly in need of reliable and authoritative data concerning the properties of these products and the influence of the materials which enter into them upon the finished product. An extension of the bureau's work in connection with the clay products is highly important at this time and the cost of such investigations is insignificant in comparison with the economic gains to the country. The present is the opportune time to emphasize the scientific development of these industries and the moderate amount requested will permit of the investigation of some of the more important technical problems. In few industries is there greater opportunity for improvement by the application of precise measurements and of scientific knowledge of the nature of the materials worked with.

Secretary REDFIELD. Mr. Chairman, as a manufacturer myself and as Secretary of the department, I should like to add to what Dr. Stratton has said the earnest request that this item be restored. At this hour the paper industry is in distress because it has thought it had to use English clays, whereas we are now in the very act of showing them that American clays, the southern clays, are available for this work. We hope and expect within a very few weeks, if we are

permitted, to work an entire reversal of all that has been done heretofore in that respect.

The same thing is true of the great steel industry. We have carried on at our laboratory in Pittsburgh experiments of the utmost value in this line for the steel industry; and it is true of the porcelain and the pottery industries.

This matter of taking up the work of clays at the point where they become the raw material for American manufacturers is one of the points where this service is most useful. It is making a market for products heretofore unused, and is making us independent, in a sense that never has existed before, of foreign sources of supply.

The work has the confidence of the industries for which it is done. It is a purely industrial work, and I commend it to your very earnest approval.

#### INVESTIGATION OF FIRE-RESISTING PROPERTIES, BUREAU OF STANDARDS.

Mr. STRATTON. The next item I want to take up is the investigation of fire-resisting properties of materials, on page 133, lines 10 to 14.

(Secretary Redfield submitted the following statement on this subject:)

#### INVESTIGATION OF FIRE-RESISTING PROPERTIES, BUREAU OF STANDARDS.

(Present appropriation, \$25,000; increase of \$15,000 submitted.)

No more important investigation is in progress at the Bureau of Standards than that which has for its purpose the determination of those properties of materials upon which their fire-resisting properties depend. The results of this work are fundamental in the formation of building codes. There is at present no uniformity whatever in these codes and little reliable information upon which to base them. This condition frequently results in faulty construction, unnecessary risk to life and property, and injustice to the builder. To be effective, it is necessary in most cases to conduct these experiments on a full-size scale, requiring expensive apparatus and materials. During the coming year it will be necessary to construct several large and expensive pieces of apparatus for which the increase of \$15,000 was submitted. The need for this increase is very urgent.

Mr. STRATTON. The increase we have asked for, from \$25,000 to \$40,000, is to cover a number of large pieces of apparatus. This work to be effective must take brick and tile partitions 12 or 15 feet square and subject them to the regular temperatures that they would meet in case of fire.

The building codes throughout the country are in the most primitive state. We know very little about the fire-resisting properties of materials. Such work has been done heretofore in the laboratory, on a small scale, and that does not do at all. It must be done on a larger scale. In fact, we have built one furnace this year, which cost \$15,000, and there should be another one to test the fire-resisting properties of floors, which will cost as much more; that is what the increase is for.

It is an exceedingly important investigation. There is more waste due to fire in this country than in any other country that I know of. The officials in the various cities are very anxious to secure some reliable information on the subject.

I can not emphasize too strongly the need for information as to the fire-resisting properties of the most ordinary building materials.

Every city has a building code of some sort; there is no uniformity among them, and they are often based upon very uncertain data. They sometimes require a construction that is needlessly expensive to the public, and sometimes one which is utterly unsafe. There will be no criticism as to the expenditure of public funds for such work if well done; it will meet a most urgent need, not only on the part of the public but that of the builders and manufacturers of such materials.

STANDARDIZATION AND TESTING OF MECHANICAL APPLIANCES, BUREAU OF STANDARDS.

Senator OVERMAN. What is the next item?

Mr. STRATTON. There is just one more, and that is the standardization of mechanical appliances, on page 135, line 8.

(Secretary Redfield submitted the following statement on this subject:)

STANDARDIZATION AND TESTING OF MERCANTILE APPLIANCES, BUREAU OF STANDARDS.

(New appropriation, \$25,000.)

The universal desire for more efficient and economical methods in engineering and manufacturing causes an insistent demand on the Bureau of Standards for tests or investigations on mechanical appliances and processes, and for the establishment of standards of performance and efficiency, the work required being of a fundamental character and a thoroughness and accuracy not obtainable elsewhere in this country except by a few very large corporations, which can maintain their own research laboratories.

The bureau has done some urgent work of this sort for other branches of the Government, but the amount of such work that could be undretaken has had to be strictly limited to what could be done by a force already fully occupied with other equally important work.

A very great and pressing need exists for the development of this phase of the bureau's activity. It must be recognized and provided for by specific appropriations for increased equipment and personnel, if the progress of American industry is not to be retarded by inability to obtain accurate technical information such as foreign Governments furnish to their citizens.

Mr. STRATTON. The bureau has often been called upon by the Government service for the testing out of mechanical devices of many different kinds. It may be a fire extinguisher or a carpet sweeper from the Treasury Department or a gas engine from some other one. There are a great many of these things. A great many such requests come from the Post Office Department for an opinion as to their performance, and they ask for a report as to whether or not a device is a fraud in order to determine whether the promoters should be barred from the use of the mails or not. We have had several such cases in the last half year, and there is a very great need for a modest sum there for taking up an investigation of the performance of the device, the measurement of its efficiency.

In buying and selling all sorts of machinery it is often just as necessary for the buyer and the seller to agree upon the method of testing to be used as it is that they should have correct weights in buying and selling of commodities. It is much the same sort of thing. There must be a uniform practice in the terms used in contracts as to horsepower, output, efficiency, and things of that kind. That is what this fund is for.



I sincerely hope you may add that sum. The need for that in the Government service at present is very pressing, especially in connection with the two military services. Scarcely a day passes that one or the other of these two services does not submit some device to the bureau for an opinion as to some principle involved or for test, and this is as it should be. These services must use the bureau more and more in this way.

Senator OVERMAN. Is that all, Doctor?

Mr. STRATTON. Yes, sir; that is all.

Senator OVERMAN. Mr. Secretary, we shall be glad to hear from you now.

#### ASSISTANT TO THE DIRECTOR, BUREAU OF STANDARDS.

Secretary REDFIELD. Mr. Chairman, I think it is hardly necessary for me to add anything to what Dr. Stratton has said. If you consider a great service, employing over 300 scientific men, and with a total force in excess of 400 men, pressed from every side for larger activities, I think you will see that for the head of that service to have no assistant is a great lack of efficiency.

It was at my own suggestion that the request was made that the Director of the Bureau of Standards be allowed an assistant. If it were my factory I should employ him at this price, because I know from my personal knowledge that it would be money well spent.

I can not exaggerate the usefulness of this service to the industries of the United States; and it is taking a form of value which has heretofore been entirely unknown. The publication of the last year, entitled "Measurements in the Household" has been the one of all our public documents most largely called for, and has been taken up by publications interested in household economics and exploited very widely as of peculiar use. It is to be followed by one entitled "Materials in the Household," and a third entitled "Safety in the Household," which for the first time will bring the scientific services of the Government to bear directly upon every home in America—a service of the utmost practical value to every family; and the possibilities of it are unlimited, Mr. Chairman. It has had the confidence of Congress, as it well deserves it, and I speak in keen appreciation of what Congress has done; but in so far as you can find it in your power not only to give these special funds for which the Director now asks, but to provide him with the additional help he seeks, I think the record shows that the money will be well used.

I think that is all I need to say.

#### SALARIES, DEPARTMENT OF COMMERCE.

Mr. REDFIELD. On page 120, we will take up the very first item there, if you please. The Assistant Secretary of the Department of Commerce never has had a stenographer. After three years of patient dealing with an impossible problem, wherein through the courtesy of the chief clerk we have interfered with his work more or less in order to get Mr. Sweet's work done, we have asked for a stenographer to the Assistant Secretary. It seems a common-sense matter. The Assistant Secretary is a very busy officer. The department's work is



growing immensely. I think I hardly need do more than mention the great need. I will file with the reporter, if I may, a statement on the subject.

(Secretary Redfield submitted the following statement on this subject:)

**STENOGRAPHER TO ASSISTANT SECRETARY. AT \$1,600 PER ANNUM.**

The Assistant Secretary has no office assistance except one private secretary. The situation is that the Assistant Secretary has no stenographer and no clerk. His office is a busy one, and he has been for years calling upon one or another office to get such help as he required. At times this has interfered with the work of the other offices, and at other times the Assistant Secretary has been obliged to wait until he could obtain some one to take his dictation. All of the office work of every kind in the Assistant Secretary's office, except the stenographic work, falls upon the private secretary. The Assistant Secretary is called upon to attend to the routine work of the department and the signing of a very large number of permits that are issued, dealing also with numerous questions of mitigated fines in connection with the navigation service. His is a very busy office and he is a very busy man. There is a considerable amount of correspondence. A high-grade stenographer is necessary for his work, and temporary details of stenographers from other offices have heretofore been made at great inconvenience to the office from which the stenographer was detailed and also inconvenience to the Assistant Secretary, because he could not always obtain a stenographer at the time he needed him. There is no employee in the department who can be spared and regularly assigned to duty as stenographer in the office of the Assistant Secretary.

Secretary REDFIELD. I will also file with the reporter a statement respecting the request for an assistant chief clerk and superintendent at \$2,100. You will notice that the House committee allowed an assistant chief for the Division of Publications, which is a subdivision of the chief clerk's office, so to speak, but we did not get the assistant chief clerk. We got a subordinate instead of the superior. The facts will speak for themselves with the statement filed.

(Secretary Redfield submitted the following statement on this subject:)

**ASSISTANT CHIEF CLERK AND SUPERINTENDENT, AT \$2,100, IN LIEU OF ONE CLERK OF CLASS 4, AT \$1,800.**

This employee now receives \$1,800 per annum, while in the Treasury Department the same employee receives \$2,500 per annum, in the War Department \$2,400 per annum, and in the Post Office Department \$2,000 per annum. In the absence of the chief clerk and superintendent he is in charge of the building of the department, and handles all the administrative details in connection with the care of the building and the comfort of approximately 1,200 employees. He has direct supervision of the cleaning force, materially enlarged since the department is in its new building, the library, the mail room, the char force, and the automobiles of the department, and looks after the multitudinous details which necessarily fall to an assistant chief clerk and superintendent in a large department.

There is every reason why the man who is assistant chief clerk and superintendent and who acts as chief clerk and superintendent should receive a higher salary than a clerk.

Secretary REDFIELD. The same thing is true in the office of the disbursing clerk, in our request for deputy disbursing clerk, concerning which I will file a statement.

(Secretary Redfield submitted the following statement on this subject:)

## DEPUTY DISBURSING CLERK AT \$2,100 PER ANNUM.

This position is requested in order that the \$1,800 clerk who acts as deputy disbursing clerk may be given the salary and designation which the duties he performs justify. Under the law the deputy disbursing clerk is a bonded officer, required to pay the premium on his bond out of his salary, and his responsibilities are such that he should receive compensation in excess of the highest salary paid for general clerical work. He assists the disbursing clerk in the general supervision of the office, and in the absence of the disbursing clerk has to assume entire charge of the office. Owing to the peculiar accounting system of the United States Government, where all payments are made by the disbursing clerk on his own responsibility, it often becomes the duty of the deputy disbursing clerk to decide questions involving payments in which an erroneous decision may lead to financial loss on the part of the disbursing clerk.

This recommendation contemplates the creation of an additional position, so that the cashier in the office of the disbursing clerk, who has large responsibilities and is only getting \$1,600 per annum, may be promoted to \$1,800 per annum. In addition to his duties as cashier of the office, the clerk who acts as such has general supervision of the departmental bookkeeping. He is a bonded officer and has to pay the premium on his bond out of his salary. The work of handling large sums of money, both incoming and outgoing, is extremely exacting and may lead to financial loss by the cashier without any fault on his part.

Secretary REDFIELD. Dr. Havenner, you have an additional clerk for the Bureau of Supplies in line 15.

Mr. HAVENNER. We estimated for 12, and received 11.

Secretary REDFIELD. I will simply state that the work of the division has increased one-third in the last year. If it were possible for you gentlemen to see for yourselves as I have seen, you would find that the force is greatly overworked. There is an enormous increase of work in our department arising from the expansion of trade and commerce, especially our foreign trade, and we are endeavoring with a very insufficient force to meet the growing demands upon us.

(Secretary Redfield submitted the following statement on this subject:)

## ONE ADDITIONAL CLERK, AT \$900 PER ANNUM, FOR THE DIVISION OF SUPPLIES.

This position is requested for the Division of Supplies. The work of this division has increased about 33½ per cent during the past year. The following comparative statement shows the increases in the various classes of work:

Items.	1914	1915	Increase.
			<i>Per cent.</i>
Requisitions received.....	2,941	3,326	17.1
Orders written.....	2,828	3,511	22.4
Invoices written.....	6,748	7,215	6.9
Proposals written.....	217	342	57.6
Letters written.....	4,057	5,940	46.4
Vouchers passed.....	3,763	4,231	12.4
Purchase record cards written.....	3,047	4,992	63.8

In this connection I wish to state that during the past fiscal year the employees of the Division of Supplies voluntarily performed 149 days of overtime work.

The department, in connection with the work of centralizing all purchases for supplies wherever the result of such centralization is a reduction of the price at which supplies are purchased, is adding considerable work to the Division of Supplies. The increase in work indicated above will continue because the department now has under foot a plan for the centralization of purchases of articles in common use throughout the service of the Bureau of Fisheries wherever economy can be effected after taking into consideration shipping cost.

## LIMITATION OF TRAVELING EXPENSES.

Secretary REDFIELD. Now I want to speak briefly, if I may, of the three items which are on page 137. There are three items here, Mr. Chairman and gentlemen, on which I feel very strongly. I have spoken of them before.

I think no government is big enough and powerful enough to do a wrong, an injustice, and that no law ought to continue a law which necessarily works a wrong. I shall file with you a statement respecting the operation of what is known as the \$5 a day limitation on traveling expenses. To me personally it is immaterial. I point out, also, that it is not of universal application, because in the State Department the inspectors are allowed actual and necessary expenses for subsistence not in excess of \$10 a day, according to House bill 13383, page 24.

The present limitation in the law forces us to deduct from the salaries of men who are obliged to travel a portion of traveling expenses which they can not afford to pay, and which in effect works to operate to reduce the salaries of men who receive small pay.

This statement which I will file will show that the clerk to local inspectors, St. Michael, Alaska, had deducted \$58.91 from his salary of \$118 for the month of July, 1914. This applies to many of our Alaska employees, inspectors of steamboats, clerks, fur wardens, among whom there are numerous cases of the kind. These men of small pay having to travel in Alaska are constantly mulcted—every month they are mulcted—not as a matter of exception, but as a matter of regularity, because it is utterly impossible for them to travel in that Territory at the amount the law fixes.

Senator SMOOT. How many men have you in Alaska?

Secretary REDFIELD. All our inspectors of steamboats and our clerks, and all our fur wardens; men receiving from \$2,000 maximum to \$900 minimum. I filed with the committee last year the bills of restaurants in Alaska, showing the prices.

Senator SMOOT. Do you make this apply to Alaska only?

Secretary REDFIELD. No, sir; it affects also our men in South America. Rio de Janeiro and Buenos Aires are two of the most expensive cities in the world, and a rate of subsistence based upon the United States is of no relation down there. They can not live upon it.

Senator SMOOT. Who travels there?

Secretary REDFIELD. Our commercial agents of the Bureau of Foreign and Domestic Commerce. There are a number of cases of that kind.

Senator SMOOT. Just one question.

Secretary REDFIELD. Yes.

Senator SMOOT. Are your agents there who travel living there the whole 12 months in the year? Do they have their homes there, or are they continually going from one place to another?

Secretary REDFIELD. They are traveling from one place to another. We do not raise a question about the attachés, but the agents are traveling men.

Now, I assume that it is the will of Congress, Mr. Chairman, that an officer in my own situation shall pay a good part of his own

expenses. I can not go to a city in the United States to-day without assuming as my own share a large part of the expense of public business. That I assume Congress to desire. I make no criticism of it and do not object to it. But where we find a serious reduction, of 25 per cent in some cases, in the salaries of men of small salary, who do their best, I think that is wrong. I do not think it was the will of Congress, and I do not think it means it to continue. There was an abuse which this was meant to correct, but the correction has made itself another abuse, and I beg that this committee consider it very carefully. We are more than glad to have placed upon the Secretary any restriction as to publicity and the rendering of accounts that may be desired. Let it be just as fully protected as it may be, but we are not any of us big and strong enough to do a wrong of this kind and have it continue.

Senator SMOOT. The present law provides that the department can pay them \$4 a day on a flat rate.

Secretary REDFIELD. Yes.

Senator SMOOT. And in case they itemize their expenditures they are allowed up to \$5 a day.

Secretary REDFIELD. That is right. We would be very glad to place before you the facts.

Senator SMOOT. I remember very well the bills of fare that you brought up here last year.

(The statement last referred to by Secretary Redfield is as follows:)

TRAVELING EXPENSES ON OFFICIAL BUSINESS NOT TO EXCEED \$8 PER DAY IN CASES  
PRESCRIBED BY THE SECRETARY OF COMMERCE.

The department has requested that the following provision be inserted after the item for contingent expenses, Department of Commerce:

"That the Secretary of Commerce may, in his discretion, fix the actual necessary subsistence expenses of officers and employees of the department traveling on official business at not to exceed \$8 per day."

The limit of \$5 a day for traveling expenses imposed by law obliges almost all the officers of this department to pay out of their own pockets money used for Government purposes. When we have to force men who are paid less than \$2,000 per annum to work under conditions where they can not possibly live for \$5 a day and then mulct their salaries because of this law, it is a wrong that no Government should allow to be continued. Employees of the Steamboat-Inspection Service must at certain seasons travel constantly in Alaska, else their work would not be done and they would not earn their pay. It is not possible for them to travel within the \$5 per diem limit allowed for subsistence. They receive from \$1,200 to \$2,000 per annum salary. The result, therefore, in the case of Jerome A. Desio, clerk to local inspectors, St. Michael, Alaska, was to deduct \$58.91 from his salary of \$118 for the month of July, 1914. In the case of Mr. Thomas E. Kell, local inspector of steamboats, St. Michael, Alaska, there was deducted from his salary for a like reason during July, August, September, and October, 1914, the sum of \$70.32. In the case of Mr. Thomas P. Deering, local inspector of steamboats, St. Michael, Alaska, for July and August, 1914, there was deducted \$70.35.

Fur wardens in the Alaska service of this department, whose duties require constant travel, receive salaries of \$900 per annum. The requirement of law that these employees, out of their own salaries, help pay for subsistence expenses which they unavoidably incur solely on United States Government business works a wrong. From the account of Mr. William P. Hemenway, one of these fur wardens, for expenses during January, 1915, \$12.50 was deducted. These were expenses properly payable by the Government but which could not be allowed because of the law. This same law also works a hardship upon the representatives of this Government traveling in South America, Europe, Asia, and Africa engaged in trade-promotion work. Their

duties require that they have intercourse with merchants, importers, exporters, diplomatic and consular representatives of foreign countries. Considering charges in hotels of reasonable comfort in some foreign countries, their work can not be well done without adding out of their own pockets to the amount allowed by law for subsistence. In the case of one agent in Brazil, \$41.91 was deducted to cover excess over the \$5 per day limit charged in his voucher for November and December, 1914, and January, February, and March, 1915. In the case of another agent traveling in Brazil and Uruguay, \$182.58 was deducted to cover excess over the \$5 limit charged in his voucher for November and December, 1914, and January, February, and March, 1915. Another agent traveling in Chile, Bolivia, Peru, and Panama was required to pay \$101.01 out of his own pocket to cover subsistence during April, May, and June, 1915.

I have cited above only isolated cases. Most of the agents of the department, knowing the legal limitation, do not even claim the full amount of subsistence expended by them.

#### ADVERTISING FOR PROPOSALS.

Secretary REDFIELD. Now I pass to the second item, where we ask to have waived the restriction as to advertising required by section 3709, Revised Statutes, in cases where the aggregate amount does not exceed \$25. It would save a very considerable amount of labor and expense.

Senator SMOOT. You certainly want some limit.

Secretary REDFIELD. I place it at \$25. That has been done in the Department of Agriculture (under 30 Stats., 957), where they have a limit of \$50, and in the District of Columbia (under 36 Stats., 975), where they have a limit of \$25, and the same reason applies to us in full measure. I will file that statement with the stenographer.

(The statement referred to is as follows:)

#### WAIVER OF SECTION 3709 OF THE REVISED STATUTES FOR PURCHASES NOT EXCEEDING \$25.

It has been recommended that the following provision be added after the item "Contingent expenses, Department of Commerce":

"Hereafter section thirty-seven hundred and nine of the Revised Statutes of the United States shall not be construed to apply to any purchase or service rendered for the Department of Commerce when the aggregate amount involved does not exceed the sum of \$25."

The enactment of this provision into law is highly desirable. Two hundred and five sets of proposals involving the expenditure of \$25 or less each were sent out by the chief clerk's office during the fiscal year ending June 30, 1915. The aggregate expenditure under such proposals was approximately \$1,283, or an average of \$6.26 for each set of proposals. The average number of proposals sent out for each set was four.

It is a conservative estimate to say that the cost of the clerical labor involved in writing, comparing, mailing, listing, receiving, tabulating, and writing award on these proposals, plus the time occupied by the chief clerk and the Chief of the Division of Supplies consumed in connection with the same, aggregates an expenditure greater than the cost of the articles purchased. No modern business concern would tolerate a system where the purchasing cost bears such relative value to the cost of the goods purchased.

The wisdom of the provisions of section 3709 in their general scope is not disputed, but it is believed that no Member of Congress will fail to realize that the requirements of this section serve no useful purpose when applied to the very great number of small purchases that are necessary in conducting the business of the Government. Congress appears to have recognized the wisdom of removing small purchases from the requirements of section 3709, as provisions similar to the one requested by this department have been enacted into law in the cases of the Department of Agriculture and the District of Columbia.



## TRAVELING EXPENSES.

Secretary REDFIELD. Now, may I call your attention to the final line in that same paragraph? I think it is the fact, Mr. Chairman, that some years ago some public officers, I do not know who, attended a political convention at Government expense, a thing we all know to be wrong, but a remedy was adopted for that in a law which was far worse than the disease. The result is that we are forbidden to bring, at Government expense, before commercial and scientific bodies information which we are directed to collect for them unless we do it by finding some other business at the place where the meeting is held, or by some other subterfuge, or do it at private cost. For instance, I earnestly desire to be present, by invitation of the mayor of Wilmington, N. C., and by invitation of your colleague, Mr. Simmons, at the meeting of the National Association of Fish Commissioners in the city of Wilmington, N. C., two or three weeks hence. That is a matter that the department is deeply interested in. We cooperate with these gentlemen. It is necessary that the fish commissioner and myself should be there. It is necessary that we pay our own expenses if we go.

Senator SMOOT. Or else that the parties down there should pay them.

Secretary REDFIELD. Which we have no right to ask them to do, and which they commonly do not do; although some people are very generous in such matters. But here is public business calling me, as the head of the department containing the Bureau of Fisheries, to attend this meeting of these gentlemen from the different States who are officially connected with the fishery business, and either they must pay the bill or I must. That is all very absurd. The keenest responsibility should be placed upon the man who makes the expenditures, but to prohibit broadly and without exception and without distinction is obviously wrong. For example, Mr. Chairman, I send a man—as one, for instance, is now going—to India and Siam and Java to find markets for American cotton; and he finds them and comes back here, but he can not go at Government expense and tell it to the cotton people and give them the information he has gathered so long as it is at a meeting, but he may go from mill to mill and tell them individually at 10 times the cost, perhaps. He may not get them together in a single room and tell them that. It is all very absurd. I am sure I need only call it to your attention to have you see the absurdity of it. The only question can be, how to regulate it, and we shall be more than glad to have any restrictions placed upon us so long as there is some flexibility in the matter.

Senator OLIVER. If the committee should decide to adopt that, Mr. Secretary, I should think that it ought to be put in as a separate provision. It does not follow as a provision in this connection in the bill. It has no relation to it.

Secretary REDFIELD. No.

Senator OLIVER. It ought to be put in as—

Senator OVERMAN. As a separate item.

Secretary REDFIELD. That is as the committee may see fit; but the situation is so absurd, where I get an invitation from you very gentlemen to do a thing that ought to be done, and it is not intended that



some private individual shall pay my bill or that I should pay it, I am sure, but that is the law as it now stands.

(The following statement was submitted by Secretary Redfield:)

**TRAVELING EXPENSES TO MEETINGS AND CONVENTIONS OF SCIENTIFIC OR TRADE BODIES.**

The department has requested that the following provision be inserted after the item "Contingent expenses, Department of Commerce":

"That the Secretary of Commerce may hereafter authorize payment of expenses of officers and employees of the Department of Commerce in attendance on meetings and conventions of scientific or trade bodies in connection with their official work in the Department of Commerce."

The request for this authority is made necessary in view of the following provision contained in section 8 of the District appropriation act approved June 26, 1912:

"No money appropriated by this or any other act shall be expended for membership fees or dues of any officer or employee of the United States or of the District of Columbia in any society or association or for expenses of attendance of any person at any meeting or convention of members of any society or association, unless such fees, dues, or expenses are authorized to be paid by specific appropriations for such purposes or are provided for in express terms in some general appropriation."

This law had its origin in the fact that certain public officers had attended political conventions at the public cost. The remedy sought by the law is too sweeping and works evil. It operates to cripple the work of the Bureau of Foreign and Domestic Commerce and other important services of this department. Under our duty to promote commerce we gather from all over the world important facts which it is necessary our merchants and manufacturers should have laid before them. The law puts us, however, in the absurd position that having obtained this knowledge for the use of the business world we are not permitted at public cost to go before any gathering or convention of any business or trade organization to tell them what we have learned in their behalf. It is also necessary that the scientific officers of the Bureau of Fisheries and other services should go before state and national societies interested in their work and inform them concerning it. This is a public function generally considered as of great value. Both of these duties, and others like them, can now be carried out only when other circumstances happen to permit the more or less accidental presence of our officers at the place where the gathering is held before which they desire to place information. It is not the intention that the law should prohibit the commercial representatives of the country from making known directly to business organizations the information which they have traveled far and labored hard to get, yet this is the effect of the restriction embodied in the law.

It is absurd that an officer of the United States, having gathered at public cost valuable information for the benefit of manufacturers all over the land, should not be permitted to lay those facts before a convention of such manufacturers except at his own personal expense or when some other reason for his presence can be contrived.

**CONTINGENT EXPENSES.**

Secretary REDFIELD. As regards the matter of contingent expenses, Mr. Chairman, I want to make one suggestion which has to do with the item on page 136, where we ask for an increase of the item of contingent expenses from \$57,000 to \$59,400, and an increase of the item of \$49,450 to \$55,690. I file a statement with the stenographer which will cover the matter, but while one of these matters does not increase the aggregate appropriation, it will very considerably facilitate the operation of our work, as this statement will show. I think that will cover it fully.

(The statement referred to is as follows:)

**CONTINGENT EXPENSES, DEPARTMENT OF COMMERCE.**

It is requested that the sum of \$59,400 be appropriated for contingent expenses (exclusive of amounts transferred from lump-sum appropriations), as originally submitted in the estimates, instead of \$57,000, as at present contained in the bill, as this

amount will be absolutely necessary to carry the department through the next fiscal year. The amounts requested by the different bureaus for contingent expenses have been carefully considered and revised to the lowest possible figure.

In order to facilitate the purchase of supplies it is also requested that increases be made, as indicated below, in the following items to be transferred to the contingent expense appropriation: Investigating cost of production, \$5,000, instead of \$3,700; promoting commerce, \$6,000, instead of \$4,500; commercial attachés, \$6,000, instead of \$4,500.

The transfer of these amounts from lump-sum appropriations is requested in order to facilitate the purchase, through the central purchasing office, of supplies required in carrying out the purposes of such appropriations. The amounts submitted will be required for the purchase of supplies for the field services whether or not the increased appropriations for such services are granted. If they can not be purchased through the central purchasing office, it will be necessary for the bureaus to make direct purchases, which will involve a great deal of extra time and expense. A stock of standard supplies in common use is maintained in the department for the purpose of making prompt deliveries to its branches. This stock is purchased from contingent appropriations and can not be utilized for the filling of requisitions chargeable to other appropriations.

#### BUREAU OF THE CENSUS.

Secretary REDFIELD. Now we will pass on next to the Bureau of the Census, page 121 of the bill. Mr. Rogers is here, the Director of the Census.

Senator OVERMAN. Mr. Rogers, we will be glad to hear from you.

#### STATEMENT OF MR. SAMUEL L. ROGERS, DIRECTOR OF THE CENSUS.

##### CLERICAL FORCE.

Mr. ROGERS. I believe the first item is that of salaries. I have before me a prepared statement a copy of which I can give to each member of the committee, showing just what the office is expending now under the 1916 appropriation.

(The statement referred to is here inserted in the record as follows:)

MARCH 22, 1916.

MY DEAR SENATOR: In its estimates for the fiscal year 1917 the bureau did not ask for an increase in its force or in its total appropriations for salaries, although both were greatly needed. It recommended, however, a change in the distribution of the amount appropriated so as to provide a greater number of places in the grades above \$1,200, and a smaller number at \$1,200. This was not approved by the House Committee on Appropriations, which substituted a separate scheme of its own.

After careful consideration I have reached the conclusion that this arrangement would work a great hardship and be very humiliating to those clerks in the \$1,200 and \$1,000 grades who would have to be reduced as a result, and that it would not be fair to increase the salaries of persons in the higher grades at the expense of those employees.

The plan I originally suggested was in reality an emergency measure to meet a situation in the bureau which is constantly becoming more critical; that is, the loss by transfers and resignations of many of our most highly qualified employees, due to the limited number of positions at our disposal above \$1,200, and the fact that they can secure more lucrative places elsewhere in the Government service or in the business world. During the past fiscal year the bureau lost by transfer 34 clerks and one official, and 15 clerks resigned. This represents a loss in one year of 9.2 per cent of our clerical force, and the per cent of loss in other recent fiscal years has been about the same.

The work of the Census Bureau has been steadily growing since its permanent organization in 1902, and it is probably now the greatest statistical office in the world. Not only have its old lines of work increased with the growth of the country, but new lines are being constantly assigned to it to meet the public needs. Every facility should, therefore, be afforded the bureau in this connection, and it should be able to retain the services of persons who have become expert in its work and who can not

## 214 LEGISLATIVE, EXECUTIVE, ETC., APPROPRIATION BILL.

easily be replaced. Instead, it is serving as a clearing house for clerks. Its employees receive valuable training at its expense, and when they become of the greatest use they move on to accept positions elsewhere. No business firm could afford to work under such a handicap, and no Government bureau should be forced to.

The legislative bill, if enacted, would not only deprive the bureau of \$7,080 in salaries (representing the seven places to be transferred to the Secretary's office), but would also further reduce the present appropriation by \$3,200, making a total salary reduction of \$10,280, and it would make necessary 40 reductions from \$1,200 to \$1,000, and 10 from \$1,000 to \$900. The amended estimates, if approved, would restore \$9,500 of this amount, making the total appropriation for salaries \$673,960, which is \$780 less than the appropriation for salaries for the present fiscal year. This plan would give the bureau 13 additional places above \$1,200, and would make unnecessary any reductions in the salaries of deserving clerks, many of which are already too low. The net increase involved, when we take into consideration the positions to be transferred to the Secretary's office, would be only \$6,300.

I hope your committee may be able to act favorably on the amended estimates.

Very truly, yours,

SAM. L. ROGERS, Director

Approved,

WILLIAM C. REDFIELD, Secretary.

HON. THOMAS S. MARTIN,

United States Senate.

### Bureau of Census.

Grades.	Present appropriation, office force, 1915-16.			Amended estimate, 1916-17			Legislative bill 1916-17		
	Num- ber	Salary	Amount	Num- ber	Salary	Amount	Num- ber	Salary	Amount
Director..	1	\$6,000	\$6,000	1	\$6,000	\$6,000	1	\$6,000	\$6,000
Chief statisticians..	4	3,000	12,000	4	3,000	12,000	4	3,000	12,000
Chief clerk.	1	2,500	2,500	1	3,000	3,000	1	2,500	2,500
Geographer.	1	2,000	2,000	1	2,000	2,000	1	2,000	2,000
Stenographer.	1	1,500	1,500	1	1,500	1,500	1	1,500	1,500
Expert chiefs of division	8	2,000	16,000	9	2,000	18,000	9	2,000	18,000
Clerks..	11	1,800	19,800	15	1,800	27,000	15	1,800	27,000
Do.	20	1,600	32,000	25	1,600	40,000	25	1,600	40,000
Do.	17	1,400	23,800	30	1,400	42,000	40	1,400	56,000
Do.	300	1,200	360,000	285	1,200	342,000	243	1,200	291,600
Do.	83	1,000	83,000	85	1,000	85,000	113	1,000	113,000
Do.	82	900	73,800	81	900	72,900	91	900	81,900
Skilled laborers	3	900	2,700	2	900	1,800	2	900	1,800
Do.	2	720	1,440	2	720	1,440	2	720	1,440
Messengers.	3	840	2,520	3	840	2,520	3	840	2,520
Assistant messengers.	5	720	3,600	5	720	3,600	5	720	3,600
Unskilled laborers	3	720	2,160	4	720	2,880	3	720	2,160
Messenger boys	4	480	1,920	3	480	1,440	3	480	1,440
	569		674,740	562		673,960	562		664,460

Appropriation, 1915-16.

\$674,740

Amended estimate, 1916-17

673,960

Decrease.

780

Appropriation, 1915-16

674,740

Legislative bill 1916-17

664,460

Decrease..

10,280

#### 1 Memorandum

1. Provision is made during the decennial census period for the appointment of an assistant director, at a salary of \$5,000 per annum. His duties, as his title implies, are to assist the director in his administrative work. The law provides, also, that, "in the absence of the director the assistant director shall serve as director, and in the absence of the director and assistant director the chief clerk shall serve as director." Between decennial censuses, when there is no assistant director, the duties of this position, of course, devolve upon the chief clerk. The point is that there is no such let-up in the administrative work of the bureau as would call for the elimination of the assistant director, and as the chief clerk is required to do the work of this official during intercensal periods, in addition to his work as chief clerk, he should be paid accordingly. It will be perceived that the chief clerk of the Census Bureau has more important duties to perform than are usually assigned to the chief clerks of other bureaus.

2. In all other bureaus approximating the size of this bureau there are high-salaried officials between the chief clerk and the head who serve as acting head and whose duties are entirely similar to those performed by the chief clerk of the Census Bureau. In the Bureau of Foreign and Domestic Commerce, in

*Bureaus or offices of the executive departments in Washington in which the compensation of the chief clerk, as compared with the Bureau of the Census, is more than \$2,500 per annum.*

Department.	Bureau or office.	Designation.	Employees in District of Columbia.	Compensation.
Commerce.....	Bureau of Census.....	Chief clerk.....	608	\$2,500
Treasury.....	Office Auditor for Post Office Department.	Assistant and chief.....	523	3,000
Do.....	Office Supervising Architect..	Executive officer.....	235	3,250
War.....	Office of Quartermaster General.	Chief clerk.....	295	2,750
Interior.....	General Land Office, Division A.	.....do.....	537	3,000
Do.....	Office of Indian Affairs.....	.....do.....	278	2,750
Do.....	Patent Office.....	.....do.....	839	3,000
Agriculture.....	Bureau of Plant Industry.....	.....do.....	709	3,000
Labor.....	Bureau of Labor Statistics....	Chief statistician and chief clerk.	94	3,000
Panama Canal.....	Washington office.....	Chief clerk of purchasing office.	115	3,600

BUREAUS OF THE DEPARTMENT OF COMMERCE WHICH HAVE HIGH-SALARIED POSITIONS BETWEEN HEADS OF BUREAUS AND OFFICES OF CHIEF CLERKS.

Commerce.....	Census Bureau.....	.....	608	.....
Do.....	Foreign and Domestic Commerce.	Assistant chief of bureau.....	108	\$3,500
Do.....	do.....	do.....		3,000
Do.....	Fisheries.....	Deputy commissioner.....	76	3,500
Do.....	Lighthouses.....	do.....	41	4,000
Do.....	Coast and Geodetic Survey....	Assistant superintendent.....	271	4,000
Do.....	do.....	Assistant (in charge of office)...		3,200

Mr. ROGERS. That statement gives a comparison of just what the appropriation is, referring to the fiscal year ending June 30, what the legislative bill has provided, and what the scheme is that I ask for.

Senator SMOOT. You want all of these. Now, let me ask you, to save time, which of the increases asked for here are absolutely necessary, or the most important to the office?

Mr. ROGERS. The statement I make there, in the column headed "Amended estimates, 1916-17," is the most conservative estimate that I can make conscientiously for the proper administration of that office.

the Department of Commerce, there is a head of the bureau, at \$6,000 per annum; a first assistant chief, at \$3,500 per annum; a second assistant chief, at \$3,000 per annum; and a chief clerk.

3. In size, and also from the standpoint of importance, the Bureau of the Census is second to none, and in the payment of its officials this should be taken into consideration. Its work is of far greater importance than that of the ordinary so-called bureau, in that many of its divisions are of the size and importance of the ordinary bureaus in the various departments.

4. The position of chief clerk of the Census Bureau is as important as that of chief statistician in the bureau. It would only be fair, therefore, to place his compensation on the same basis as that of the statisticians.

NOTE.—The legislative bill, if enacted, would not only deprive the bureau of \$7,080 in salaries (representing the seven places transferred to the Secretary's office), but would also further reduce the present appropriation by \$3,200, making a total salary reduction of \$10,280, and it would make necessary 40 reductions from \$1,200 to \$1,000 and 10 from \$1,000 to \$900. The amended estimates, if approved, would restore \$9,500 of this amount, making the total appropriation for salaries \$673,960, which is \$780 less than the appropriation for salaries for the present fiscal year. This plan would give the bureau 13 additional places above \$1,200, and would make unnecessary any reductions in the salaries of deserving clerks, many of which are already too low. The net increase involved, when we take into consideration the positions to be transferred to the Secretary's office, would be only \$6,300.

1 The bureau has not a sufficient number of mere unskilled laborers to meet its requirements, and it is recommended that one of the two positions of skilled laborer at \$720 be abolished, and that the number of unskilled laborers at \$720 be increased from three to four. This will not result in legislating any one out of a position, as one of the employees in the skilled laborer grades has recently been promoted to a clerkship, and the vacancy temporarily filled until July 1.

2 Seven places (4 at \$1,200, 2 at \$900, and 1 at \$480) to be transferred to departmental roll, representing a salary total of \$7,080.

Senator SMOOT. What I wanted to know was, if you could not secure it all, which ones you would prefer that the committee give you? That is what I want to get at.

Secretary REDFIELD. If you will pardon me, Senator, I think it is hardly possible to answer that question.

Senator SMOOT. It is possible to answer it just by saying that they are all important and you must have them all.

Mr. ROGERS. That would be my answer.

Senator OVERMAN. Suppose this committee does not give you all, but gives you some; which would you prefer? That is what Senator Smoot means.

Secretary REDFIELD. May I just make a little further statement?

Senator SMOOT. Yes.

Secretary REDFIELD. The point Mr. Rogers is making here is found in the table, is the distribution of places of an aggregate appropriation which he is willing should be a little less than that of last year, but which he desires to be more than that which the House allowed him. The House has so placed him that he is obliged to reduce the salaries of 50 people (40 from \$1,200 to \$1,000 and 10 from \$1,000 to \$900), and it is against that reduction that he desires to be safeguarded. He does not ask for more money than we have this year, but less; but he desires that the aggregate be as per the middle column instead of as per the right-hand column. I think that perhaps will clear the situation.

Senator SMOOT. Yes, I understand the situation exactly.

Senator OVERMAN. He wants \$673,960 instead of \$664,460, in total!

Secretary REDFIELD. Yes; and you will notice if you look at the item of \$1,200 clerks in the middle column, that there are 283 persons, whereas the House bill has required it to be 243 persons, causing a direct reduction in salaries, which we think the House did not itself mean to do.

Senator SMOOT. The legislative bill provides for 562 employees.

Mr. ROGERS. Yes.

Senator SMOOT. And your estimated amount provides for 562.

Secretary REDFIELD. Yes.

Senator SMOOT. The difference between the amount provided—so far as dollars and cents is concerned—and that which you ask for, is \$9,500.

Secretary REDFIELD. Yes.

Senator SMOOT. Which consists in the details you have there.

Secretary REDFIELD. That is it, precisely.

Mr. ROGERS. In further answer to the Senator's statement, there will be 50 reductions. There will be 40 employees reduced from \$1,200 to \$1,000, and 10 employees reduced from \$1,000 to \$900.

I would like to call the attention of the committee to this fact, that to give me what I ask in the amended estimate, as I have indicated, will administer the office with seven fewer clerks, and at \$780 less expense than now; and to diminish the salaries of the men who are left on the office roll is just the thing that I can not say that I could do at all, and as to making a preference between them, I can not do that, because there must be some salaries above \$1,200 in order to hold experts, good men, there; and to say that I shall reduce salaries to less than \$1,200 means that the men who work in the bureau can not live and support families.

Mr. ROGERS. On page 122, Senator, we have asked \$630,500. The bill provides \$512,000, a reduction of \$118,500.

Senator SMOOT. They gave you just the same this year as they gave you last year?

Mr. ROGERS. The same amount they gave us for this portion of the year's work.

Senator SMOOT. That is what I mean.

Mr. ROGERS. Yes.

Senator SMOOT. Yes. What principal reasons are there for the increase asked for?

Secretary REDFIELD. The point is that if that is not allowed the collection of the marriage and divorce statistics can not be begun until late in this coming year, and approximately \$115,000 will have to be added to the appropriation bill for the next year for this purpose. It means the staving off for another year of this work. That is the effect of that.

Mr. ROGERS. That is, the work is deferred if the full appropriation is not provided for. I can not do the full work on statistics of marriage and divorce with \$118,500 off.

I tried in every instance to make a conservative estimate for the work to be done.

Senator OVERMAN. How often do you take the statistics of marriage and divorce?

Mr. ROGERS. It is irregular. The last census taken of marriage and divorce was 10 years ago, in 1906, and I believe it was 20 years prior to that, in 1887, that the first and only preceding one was taken. It has been done under the authority of a joint resolution.

Senator OVERMAN. It has been 10 years since you took that?

Mr. ROGERS. Yes.

Secretary REDFIELD. It ought to be done this year.

Mr. ROGERS. I want to take these statistics more thoroughly than they have been taken heretofore, because the religious bodies throughout the country are organizing in regard to this.

Senator OVERMAN. I understand that unless you get that \$118,500 you can not take them.

Mr. ROGERS. No, sir; not if the work is to be done promptly.

(The following memorandum was submitted by Secretary Redfield:)

#### ITEM NO. 2.—COLLECTING STATISTICS, BUREAU OF THE CENSUS.

The legislative bill carries an appropriation for this purpose of \$512,000, which is \$118,500 less than the amount requested in the bureau's estimates. We were most conservative in our estimate, and the work enumerated therein can not be properly done for less money. If the cut in the item for collecting statistics is allowed to stand, it will be necessary for the bureau to cut out part of the work to be done on the inquiry relating to marriage and divorce, for which \$200,000 was estimated, and to use the difference between that amount and \$118,500, or \$81,500, as far as it will go on the preliminary and field work of this investigation, securing an appropriation next year to complete the work. The estimates for marriage and divorce were based on the cost of the work 10 years ago, and while there will naturally be a larger amount of data to be collected, it should be noted that the amount requested by the bureau (\$200,000) is the same as the cost of the last investigation.

Mr. ROGERS. There is only one other item in which I see the legislative bill makes any change. That is what we call the shipwork. It is the experimenting and improving and developing of the machin-



ery in the shop in preparation for the decennial census. If we get the appropriation we suggested in there——

Senator SMOOT. You want \$30,000 instead of \$25,000?

Mr. ROGERS. That is what we asked for.

Secretary REDFIELD. I think Mr. Rogers is through. The Bureau of Lighthouses has a single item, which can be finished in five minutes.

Senator OVERMAN. All right; we will hear from them.

## STATEMENT OF GEORGE R. PUTNAM, COMMISSIONER OF THE BUREAU OF LIGHTHOUSES.

### BUREAU OF LIGHTHOUSES.

#### CLERICAL FORCE.

Secretary REDFIELD. This is on page 121 of the bill.

Senator OVERMAN. Well, Mr. Putnam, what is it on?

Mr. PUTNAM. We are asking for a very slight increase of the bureau's force in Washington. We are asking one additional clerk of class 2 and one draftsman. The reason for the additional clerk is the steady and considerable increase of the work in the Lighthouse Service. In the last five years the number of aids to navigation maintained by the service has increased nearly 3,000, or about 24 per cent. Due to the reorganization in 1910, the number of clerks and messengers was reduced at that time, or shortly after, and we now have 10 less clerks and messengers than we had in 1910, and we have 24 per cent more aids to navigation than we had then; so that we think that this work requires at least one additional clerk.

The additional draftsman is necessary because of the very large amount of vessel repair and construction work needed to keep up the work of the Lighthouse Service. We have now three vessels under design, the total cost of which will be something over \$200,000, and five vessels under construction at a total cost of \$578,000. The service has in all 113 vessels, and approximately one-fifth of these are always under repair to keep them in proper condition, and all of this requires a large amount of drafting and marine engineering work at our bureau in Washington, and we are asking for one additional draftsman at \$1,800, on account of this large amount of work. We now have such a draftsman, and are paying him out of an appropriation for construction of vessels; but as he is continuously required here we think it would be better to have him employed on the regular status.

I might say that our marine engineering force not only looks out for vessels of the Lighthouse Service but for other bureaus of the Department of Commerce. Officers of the fisheries service and of the Coast Survey frequently call on us for advice and assistance in case of getting up plans for new vessels, or alterations of vessels, and considerable work is done in that connection.

Secretary REDFIELD. You designed the *Halcyon* for the fisheries service and the *Surveyor* for the Coast Survey?

Mr. PUTNAM. Yes. We gave them a great deal of help.

Secretary REDFIELD. Is it not a fact that you were obliged to notify the fisheries service that you could not give them further assistance on account of the lack of men?

Mr. PUTNAM. Yes; we notified them that if they wanted us to do any work on another vessel, they would have to furnish a draftsman to do it; we did not have sufficient force to do it.

Senator OVERMAN. You are paying that draftsman \$1,800 now?

Mr. PUTNAM. We are paying him out of the special appropriation for construction of vessels. We are allowed by the law to do that. Where we have an appropriation to build a new vessel we can employ draftsmen out of that appropriation; but as long as this man is needed all the time, with this large amount of work on hand, we think it would be very much better to have him paid on the regular appropriation.

Senator ROBINSON. The total amount of the increase you ask is \$3,200?

Mr. PUTNAM. That is correct.

(The following memoranda were submitted by Mr. Putnam:)

#### SALARIES, BUREAU OF LIGHTHOUSES.

##### ADDITIONAL CLERK AT \$1,400 PER ANNUM.

The necessity for an additional clerk in the Bureau of Lighthouses is due to the increase in the amount of work of the bureau caused by the increase that has taken place in the last few years in the number of aids to navigation and in the amount of correspondence handled.

The number of aids to navigation maintained by the Lighthouse Service on June 30 of the years 1910 to 1915 is as follows:

Year.	Number of aids.	Net increase over preceding year.	Year.	Number of aids.	Net increase over preceding year.
1910.....	11,713		1913.....	13,521	678
1911.....	12,242	529	1914.....	14,198	677
1912.....	12,843	601	1915.....	14,544	346

In February, 1911, approximately 150 pieces of incoming general correspondence, reports, and returns were received daily, whereas in June, 1915, approximately 174 pieces of such correspondence were received daily; this shows an increase of 16 per cent in the mail received.

##### ADDITIONAL DRAFTSMAN AT \$1,800 PER ANNUM.

An extra draftsman is urgently required on account of the increased amount of technical work in the bureau, especially in the Marine Engineering Division, resulting from the large number of vessels of the service now in commission (113), in addition to the number of new vessels now under construction and in process of design, and the consequent amount of increased work in connection with the preparation of drawings and specifications for the repair, rebuilding, and improvement of several vessels of the fleet. At the present time there are under design three vessels, the approximate estimated total cost of which is \$221,000, and five vessels are in process of construction, costing approximately a total of \$578,000. Of the 113 vessels in commission, about 20 per cent are constantly undergoing docking, repairs, or improvements, at a cost of approximately \$325,000 per annum. There are six regular employees in the Marine Engineering Division of the bureau, of whom four are draftsmen, and in addition there are at present two temporary draftsmen who are paid from the special appropriations for the construction of vessels.

This division, in addition to its regular work, has been and is now cooperating and assisting in the design and construction of new vessels and the purchase of others for other bureaus of this department.

Clerical force in Bureau of Lighthouses, fiscal years 1911 and 1916.

1911		1916	
Chief clerk.....	\$2,400	Chief clerk.....	\$2,400
Title and contract clerk.....	2,000		
Accountant.....	2,000		
Clerks:		Clerks:	
2 of class 4.....	3,600	1 at.....	2,400
1 of class 3.....	1,600	2 of class 4.....	3,600
2 of class 2.....	2,800	2 of class 3.....	3,200
7 of class 1.....	8,400	2 of class 2.....	2,400
3 at \$1,000 each.....	3,000	5 of class 1.....	4,800
11 at \$900 each.....	9,900	7 at \$1,000 each.....	7,000
1 at \$840.....	840	2 at \$900 each.....	1,800
1 at \$720.....	720	1 at \$840.....	840
31 Total clerks.....	37,260	23 Total clerks.....	29,440
1 messenger.....	840	1 messenger.....	840
1 assistant messenger.....	720	1 assistant messenger.....	720
2 messenger boys.....	960	1 messenger boy.....	720
1 laborer.....	660		
	3,180		2,400
Total in full.....	40,440	Total in full.....	31,640

(At 12 o'clock the subcommittee adjourned to meet at 10.30 o'clock a. m., to-morrow, Thursday, March 23, 1916.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

THURSDAY, MARCH 23, 1916.

## UNITED STATES SENATE, SUBCOMMITTEE ON APPROPRIATIONS, *Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to adjournment, Senator Lee S. Overman, presiding.

Present: Senators Overman, Robinson, Smoot, and Oliver.

The committee thereupon resumed the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

**STATEMENTS OF HON. WILLIAM C. REDFIELD, SECRETARY OF COMMERCE; EDWARD E. PRATT, CHIEF BUREAU OF FOREIGN AND DOMESTIC COMMERCE; EDWARD A. BRAND, ASSISTANT CHIEF BUREAU OF FOREIGN AND DOMESTIC COMMERCE; GEORGE JOHANNES, DISBURSING CLERK, DEPARTMENT OF COMMERCE; GEORGE UHLER, SUPERVISING INSPECTOR GENERAL, STEAMBOAT-INSPECTION SERVICE; AND ARTHUR J. TYRER, DEPUTY COMMISSIONER OF NAVIGATION.**

Dr. PRATT. Mr. Chairman, the most important thing that I would like to have you add to this bill is provision for supervisory places to be included in the lump-sum appropriations for commercial attachés and promoting commerce. Provision for these places may be made without any increase in the appropriations. They can be simply included in the amount which you deem proper to provide for the attachés and the other field service referred to. These three places, for which I want high-grade men, are those of chiefs of divisions, one to take charge of the commercial attachés, another the district offices in the United States, and a third the commercial field agents making trade investigations in foreign countries. Just at present the attaché service is in charge of a clerk at \$1,400; the district offices are also in the hands of another clerk who has other duties assigned to him; while the field agents are in charge of a clerk who has jurisdiction over the Latin American work and therefore can not give exclusive attention to the field agents. Each of these services is distinct and demands the entire time of a high-grade division chief. If the work was routine in character it could be carried on by clerks in the lower grades but, as a matter of fact, the work is of a character that requires the services of men with a broad knowledge of international trade and practical experience in handling large problems. The whole

object of our work is to secure information that will be of practical value to manufacturers seeking foreign trade, and the success of this work depends largely upon the character of the men who are directing it. If the man handling one of these services (referring to a low-salaried clerk) lacks initiative and does not possess technical knowledge and executive ability the service is bound to suffer—that is, the manufacturers will not get what they are entitled to.

If you will make the changes in the wording of the appropriations just mentioned, which will permit us to employ high-grade division chiefs, we can greatly increase the efficiency of our service. Let me point out again that the doing of this will not involve an increase in the amount of either appropriation over and above that which you intend to give us. I urgently hope that you will make provision for these important places.

#### BRANCH OFFICES.

Secretary REDFIELD. With reference to the work of the New York branch office, I may just mention, as illustrating the work of that office, that on the single day of November 28, 1915, 534 visitors called at that office. That gives a little indication of its activity. The statement shows that this year there were double the number of callers than during the previous year at the same time, and nearly three times the number during the second year before. It is a very busy and most effective office.

Mr. PRATT. I just want to say one thing more about the service we render through those offices. Mr. Odell who, as you know, has been in the Far East studying markets there for textiles, sent back, along with his report, a large number of samples of cotton goods. We sent these samples to the New York office, and Mr. Clark, who is our man in charge at Boston and who is also a textile expert, came down from Boston to New York to take charge of the samples. They were there for a period of about 10 days during which time about 150 people—all of them, of course, merchants, exporters, or manufacturers—who came to our New York office to see those cotton samples. You see these offices enables us, among other things, to have a place to display samples and also furnish headquarters for foreign buyers, who get into direct contact with manufacturers and merchants. We are working up now, in our New York office, some sample exhibits. We have there now a large collection of hardware samples used all over South America. These samples are to remain there for a while after which they will be broken up into classes and sent to the various centers. For example, all the hammers will be put into a separate trunk or made into a separate exhibit and sent to the several branch offices and commercial clubs in hardware centers.

Our American consular officers returning from abroad on vacations make their headquarters at our district offices. Our own commercial agents, like Mr. Odell, Mr. Clark, Mr. Fisher, Mr. Massel, Mr. von Motz, Mr. Homs, and so on, will come back and make their headquarters in these branch offices and there meet the manufacturers and others interested in the specific lines investigated by them.

Another feature of this service is the fact that literally hundreds of foreign buyers who come to this country go directly to the branch

offices with letters of introduction from our commercial attachés and consular officers and there make their headquarters, which enables them to meet American manufacturers face to face. In other words, our branch offices serve as a sort of general meeting place where the foreign buyer and American exporter and manufacturer can get together.

I want to add that these men will be appointed from the civil-service rolls, and will make their headquarters in Washington.

Senator OVERMAN. Can you get good men from the civil service?

Mr. PRATT. We are practically compelled to get them in that way here in Washington. We, perhaps, could get a slightly better man outside.

Secretary REDFIELD. We can try.

Senator OVERMAN. I understand this is no increase?

Mr. PRATT. No, sir. In those three places I ask for no increase whatever.

Senator OVERMAN. How do England and Germany carry on their trade?

Secretary REDFIELD. I am very glad to say, Mr. Chairman, that Germany maintains in ordinary times a staff of 16 commercial attachés, to which are added a very considerable but indefinite number of correspondents. Great Britain maintains a foreign commercial staff of 10 attachés, 4 trade commissioners, 23 so-called imperial trade correspondents, and 39 special correspondents, or a total of 76 officers abroad, to which are added 16 semiofficial British chambers of commerce in foreign countries, making 92 permanent sources for developing her foreign trade.

Mr. PRATT. That is besides the Consular Service?

Secretary REDFIELD. That is, in both cases, in addition to the full Consular Service of both countries.

Senator OVERMAN. Do you know how much these two nations appropriate?

Secretary REDFIELD. I do not.

Mr. PRATT. It is a secret in Germany. We do not know that. Nobody knows that. But I understand that Great Britain appropriates altogether pretty nearly \$1,000,000 a year for that work.

Senator OVERMAN. I had those statistics once, when I first got this appropriation. I am the author of the original appropriation for this purpose, and I had statistics there to show that England had appropriated that year, I think, \$800,000, and all I got that year was \$60,000.

Senator OLIVER. I will add to that statement that while I think the governmental activity in our home affairs is going entirely too far, in the case of this Bureau of Foreign Commerce the only way in which our commerce abroad can be built up is by governmental supervision. In my time, when I was in business, I exported in a small way; but at that time it was impossible for a small concern—I mean, an individual concern, that had not its activities spread over a great field, and did not have great capital—to do business in any way except with the exporting houses in New York. To build up this business and have direct communication with foreign countries it is necessary to understand their ways, to understand what is wanted and the shape in which they want things. The only way in which that infor-



mation can be made accessible to the ordinary man is through such activities as this. The big concerns, like the United States Steel Corporation and the Standard Oil Co., can build up their own organizations; but the results come only to the big concerns. The ordinary everyday manufacturer must have some way of having somebody to do these things for him, and having this information obtained for him. The best way of doing that, and in fact the only way, is by the Bureau of Foreign Commerce. So, while I am an economist in the strongest sense of the term, I think we ought at least to give very thorough and careful attention to these recommendations.

Senator OVERMAN. Mr. Secretary, is there anything further you want to say on this subject?

Secretary REDFIELD. I am thoroughly in sympathy with what Senator Oliver said. My own experience as a manufacturer and salesman all over the world has told me exactly the same thing, and our experience justifies it. Hardly a day passes that we are not placing definite business in the hands of American manufacturers that otherwise they would be quite unable to get; and they show us their appreciation in a way which is so voluminous as to be impossible to fully show here for the record. If the matter is questioned in any way we can file with you these letters, which express the appreciation of some manufacturers for the actual business which has been put in their hands.

Senator OVERMAN. Suppose you put that in the record.

Secretary REDFIELD. I shall be very glad to do so. There they are. They are from business houses, and express the situation thoroughly.

(The matter referred to is as follows:)

[From the Buffalo Steam Roller Co., Buffalo, N. Y.]

As the result of such service we are in receipt of an order for road-building machinery for Honduras amounting to over \$1,500.

J. F. RICHARDSON, *Export Manager*.

[From the Foundation Co., New York City.]

\* \* \* We were fortunate enough to secure the contract for the foundations of the bridge in New Brunswick to which you refer. We are now at work constructing the foundations of the bridge.

F. REMINGTON, *President*.

[From Glogau & Co., Chicago, Ill.]

We just delivered to a Russian house \$2,500 worth of merchandise, and it cost us only 7 cents to get the order as name was given us by you some time ago. Your department does more for us than all the foreign trade papers where we advertise. Thank you.

GLOGAU & Co.

An export company advises that through a name and address connected with a "Foreign Trade Opportunity" announcement, published about three months ago, they have secured an order for 10 safes. The order comes from Maracaibo and the cash payment is in New York, the safes to be shipped on the next "Red D" line boat. The company in Maracaibo has taken the agency for the safes and it is expected that good business will result. The company has secured business sooner or later from about 20 per cent of the inquiries received through the Daily Consular and Trade Reports. They are doing business with a concern in India, which amounts to about

\$3,000 a month. This connection was made through the "Opportunity" service. They are also getting connections in Costa Rica, which were made in the same manner.

[From the International Steam Pump Co., New York City.]

We might take advantage of this occasion to state that we find the assistance rendered by your bureau of very great value, indeed, in securing orders from foreign markets for our products.

In fact, your reports, etc., have become so much a part of our work in developing export trade in our lines, that the lack of same would be felt at once as a very distinct loss.

D. J. GIBSON,  
*Manager Foreign Department.*

[From the Hess & Hopkins Leather Co., New York City.]

As a result of following up this inquiry we have taken a nice initial order from Messrs. Sofaer & Co., Rangoon, British Burma, and have excellent prospects for a good future business.

HESS & HOPKINS LEATHER CO.

[From Reed & Barton, Taunton, Mass.]

You will be pleased to hear that upon writing to the importer in Guadeloupe referred to under the above number, we received from him an important order accompanied by a substantial remittance in advance, although we did not stipulate such terms.

R. F. MACKENDRICK,  
*Manager Foreign Department.*

[From the Triumph Safe & Lock Co., Connorsville, Ind.]

You will probably be interested to know that we have to-day received an order for two safes from Syria as a result of a Foreign Trade Opportunity published in the Daily Consular and Trade Reports. We are also in receipt of an order for shipment to Bolivia. This order also resulted from a Foreign Trade Opportunity.

THE TRIUMPH SAFE & LOCK CO.

Among the various large orders in which the bureau has taken part, and in each of which the aggregate sales approximated \$1,000,000, were the following:

Coal-handling plant for the port of Durban, South Africa.

New arsenal for the Chinese Government.

Equipment for the construction of a Japanese railway in Formosa.

Secretary REDFIELD. The ability of this service to render returns to manufacturers is dependent upon just two things, Mr. Chairman, the amount of funds at our disposal and the organization we are permitted to have. We are able to do a substantially unlimited amount of work if we can get the money and the organization with which to do it.

Senator OVERMAN. Dr. Pratt, is there anything else?

Mr. PRATT. Senator, I think you ought to know why we feel that we ought to have the very large increase we are asking for this year rather than postpone it to the future. We have asked for an increased appropriation, which is a little more than double our present appropriation, but I feel that this European war has given us a unique opportunity.

Senator OVERMAN. Where is that? You estimated \$250,000, and the House only gave you \$150,000?

Secretary REDFIELD. This all relates to the clerical staff, page 123.

Mr. Chairman, here let me first call special attention to the 12 statu-

tory positions which were recommended in the bureau's estimates. All of these places are essential to the proper conduct of our work. The demands on our office are such that we can no longer cope with them unless proper expert assistance is provided. In the first place, we need a high-grade statistician familiar with the statistical systems of this and several foreign countries to take charge of our Division of Statistics. For this place a salary of \$2,500 was estimated. The second item calls for an increase of \$500 in the salary of the Chief of the Consular Division. Several years ago this position was inadvertently reduced by Congress from \$2,500 to \$2,000. The man in charge of this division is doing the same work as other division chiefs in the bureau who are receiving a salary of \$2,500. The next position requested is that of an Assistant Chief of the Statistical Division, at \$2,100. We are now engaged in a general reorganization of the Statistical Division. We have abandoned the old method of compiling figures by hand and are now using mechanical tabulating machines. The services of this man are absolutely necessary in the interest of good administration.

With respect to the five section chiefs, let me say that these places are urgently needed in order to equip our bureau with men who can take care of current demands; and unless these places are created our service will be seriously crippled. It is out of the question for us to longer carry on the work of important sections, which requires expert knowledge of foreign trade, with low-salaried clerks, which we are required to do at the present time, because no provision has been made for places in the higher grades. For example, we have a man in charge of research work who receives a salary of \$1,400 per annum. This research work includes the ferreting out of information with regard to trade matters of every description to make answers to thousands of letters received from manufacturers. The services of an expert in accounting, another to take charge of the correspondence with the business men of the country, a third to edit confidential trade reports, a fourth to compile directories of foreign importers are badly needed. This is work that can not be assigned to clerks. It requires expert knowledge.

Perhaps you gentlemen would be surprised to know that hundreds of trade-marks belonging to American manufacturers are appropriated by dishonorable men in foreign countries for the purpose of selling the rights back to the manufacturers or securing royalty on such sales as they may make in the countries where the marks have been misappropriated. Consequently there is a great demand on the bureau for current information with respect to the trade-mark laws of the various countries of the world, and the bureau feels that it should be in a position to secure the services of a high-grade man to take charge of this work.

There is no office in the United States except the Bureau of Foreign and Domestic Commerce which attempts to furnish current information about changes in the customs tariffs of the various countries of the world. The bureau now maintains a small division over which presides one tariff expert, but the demands on his time are so heavy that it now becomes necessary to have another man to assist in this work. Every day's mail brings dozens of inquiries from manufacturers which require the most technical replies. In connection with

this and the research work of the bureau another translator is urgently needed. There is no end to the variety of requests that the bureau receives, and it is very embarrassing not to be able to comply with legitimate demands of the business men of the country. The private secretary is the last item to which I want to refer. I need a high-grade man to assist me in handling the volume of details that can not be assigned to a mere stenographic assistant. Other department officials are provided with such a secretary, and I would greatly appreciate it if this place that I am asking for is allowed.

Senator OVERMAN. That is at the bottom of the page there, where you said there were not any increases out of the lump sum, is it not?

Secretary REDFIELD. Dr. Pratt is speaking of the items at the top of the page.

Senator OVERMAN. I see where he is; but is not that the same thing as the one at the bottom of the page?

Secretary REDFIELD. No; that is additional, Mr. Chairman. That is another appropriation.

Mr. PRATT. These appropriations are for statutory places in Washington. The ones at the bottom of the page are for the positions under the lump-sum appropriation.

Senator OVERMAN. All right.

Mr. PRATT. We feel that it is absolutely necessary for us to ask for an increase in the supervisory force in Washington, in order to direct these commerce activities. It is not as if all of our work were routine. Every specific piece of information that comes to the bureau has to have something done with it. We have to put it into action, and we therefore want men who are able to interpret that work to the business community. We need, in addition, an expert on foreign tariffs and an expert on trade-marks.

As you know, the subject of foreign tariffs is one of the greatest intricacy; and very frequently our manufacturers have been deprived of their just rights in foreign countries because some unauthorized person registered their trade-marks. We ought to inform them of the exact conditions that obtain. We have constant need for translators, and those we have are simply overwhelmed with work.

I do not think it is necessary for me to go into all those various features, Senator; but I may emphasize the fact that we have gone over this matter with very great care and have asked for the very minimum that we think is needed.

As to these two salary increases that I have put down here, the first one, "Chief of division," is for the chief of our Tariff Division. Through a mere misunderstanding, I think, his salary was reduced two years ago from \$2,500 to \$2,000. The place is one of equal importance with our other chiefs of division, who are all regularly getting \$2,500; so this represents merely a restoration of that salary to what it was two years ago.

We feel that it is absolutely necessary for us to have the service of a very high grade man in this position. The multiplicity of details and the increasing ramifications of our work require the services of a man with an expert knowledge of office systems. Such a man can not be obtained for the present salary of the position.

## PROMOTION AND DEVELOPMENT OF FOREIGN COMMERCE.

For promoting and developing foreign and domestic commerce we have received from the House committee \$125,000, and we asked for \$250,000. That is the service under which we spent last year, approximately \$40,000 for branch offices. We do not intend to increase that expenditure by more than \$1,000 or \$2,000. In other words, we do not expect to increase the number of branch offices that we pay for and maintain. We do expect to establish more offices in chambers of commerce; but the remainder of that fund is exclusively used for special and commercial agents like Mr. Odell and Mr. W. A. Graham Clark, like two men we have in the field now investigating the markets for agricultural machinery; one man investigating fruit; one lumber, one ready-made clothing, one boots and shoes, etc. They go abroad to study the possible markets for American products there.

That work is being constantly asked for by commercial organizations; I mean by trade organizations, such as the American Boot & Shoe Association and the National Implement & Vehicle Association. Our commercial and special agents actually go out, gather the information and bring it back, and we then publish it. They also send back samples; we show those samples to American business men, and they are then able to determine whether or not they are in a position to get that business. It gives them a start, so that they can go out and make an attempt to get it.

That, in general, is the work of that fund.

Senator ROBINSON. How long has that work been conducted?

Mr. BRAND. Since 1905, Senator. I believe you helped get the first appropriation.

Senator OVERMAN. The first appropriation was \$65,000.

Mr. BRAND. You helped get the first appropriation.

Senator OVERMAN. Yes; I introduced a bill calling for \$400,000.

Senator ROBINSON. Are reports available to show the fruits of the work, the actual things accomplished?

Secretary REDFIELD. Oh, yes.

Mr. PRATT. There is no question about it at all.

Secretary REDFIELD. They appear in my annual report and Mr. Pratt's.

Mr. PRATT. I was just telling the Senator before the meeting formally convened about the work of Mr. Odell in cooperation with Mr. Arnold in Peking, because Mr. Odell, one of our commercial agents there, played a very large part in it.

The Chinese Government were expecting to place orders for textile machinery, but the American concerns in the Orient did not have a sufficiently high regard for American manufacturers to accept the agency for our own textile houses. Some of them in fact, actually went for the specific purpose and got the agencies of English textile manufacturing concerns, thinking that our American concerns could not compete. Mr. Arnold, our commercial agent, and Mr. Odell, a special agent who has been in the Orient studying the market for cotton goods, got together and worked for about three months in the endeavor to get the Chinese Government to take our textile machinery in preference to the English machinery. They finally succeeded; and that meant the immediate placing of an order val-



at \$800,000 and will mean practically that in the future American cotton-mill machinery will be used there in preference to the English.

Senator ROBINSON. Why is it that these big business concerns do not do more of that work themselves?

Mr. PRATT. The big ones do. If one has reference to a concern like the United States Steel Products Co., or the American Tobacco Co., or the International Harvester Co., or the Singer Sewing Machine Co., it may be said that those people are doing this kind of thing all the time.

Senator ROBINSON. Are not the manufacturers of textile machinery able to carry on work of that sort?

Mr. PRATT. They never have done so. Take that textile concern: It had its representatives in China, and where our people rendered effective assistance was in the competition between the two nations. They tried to get the Chinese Government to take the American machinery in preference to the English machinery.

Secretary REDFIELD. And they succeeded.

Senator OVERMAN. And Senator Oliver stated that while these big concerns are able to maintain their agents abroad, the smaller concerns are absolutely prohibited from doing it without Government aid.

Senator OLIVER. Yes; the big concerns can do it. In the case of the smaller ones, their business is not big enough to justify them in incurring the expense.

Senator ROBINSON. Is there any way of telling, Mr. Secretary, what the extension of foreign commerce is that comes from this work. Can you approximate it?

Secretary REDFIELD. We have already filed with the committee a series of letters from manufacturers speaking of the business obtained. We can give any number of specific cases. We know of order after order amounting to a million dollars or more. The aggregate is impossible to tell, because a great deal of it we do not know about ourselves; but we can give any quantity of actual cases. In the article which I wrote to illustrate this in "The Analyst," of the 6th of March I gave a large number of cases, and I shall be very glad indeed to send for that and have it filed with the committee, because it does give a number of specific cases.

Senator ROBINSON. It is a subject I had not looked into, and my information on it was very limited. I can very readily conceive what might be accomplished in that way, however.

Secretary REDFIELD. It is most fruitful work, Senator.

Senator OVERMAN. England and Germany have spent millions where we spend about \$100,000.

Secretary REDFIELD. Let me give an illustration of how the domestic service works—how we work in cooperation with the Consular Service.

The consul at Melbourne telegraphed that a certain buyer of a certain class of goods was to arrive on a certain steamer at Vancouver. We notified everybody interested in exporting that class of goods. That man arrived, and was met by something like 300 different houses, either by samples or by salesmen or by catalogues. He bought double the quantity of goods in America that he expected



to buy, before he left for London. That is an actual case. He expected to buy, as I recall, \$50,000 worth, and he bought \$100,000 worth.

That is only one case. Our little Trade Opportunities—a four-line statement published in our little daily paper—called attention to the fact that there was business available in Oporto, in Portugal. I refer to those little items here, which we call Trade Opportunities. Some months later a Portuguese firm wrote us that they had placed orders in the United States amounting to \$120,000 as a result of that little item.

I can not remember them all; but one concern in Illinois sold \$800,000 worth of flour. As I remember, it was a concern in Alton, Ill. And so we could readily go through the country, State by State, and pick up specific cases of a most definite character in which actual business has come about. Of course they do not all tell us, but a great many of these manufacturers sit down and write to us.

Senator ROBINSON. There are a great many instances where results will be accomplished that would not be known, as the direct result of the efforts put forth.

Secretary REDFIELD. Precisely.

Senator ROBINSON. And, of course, those are the most effective.

Secretary REDFIELD. Most effective. I may say that another case came up almost, as it were, by accident; our commercial attaché in France was ordered to Spain; and there, in a conversation with the King of Spain with our ambassador, he reminded His Majesty that there was a discriminatory tax on American coal in favor of Great Britain. The King's attention being called to the matter, the tax was removed two weeks later, or thereabouts. Since then we have sold many thousands of tons of coal to Spain, just as many as we can get vessels to carry, simply from that one almost accidental occurrence.

The minister to the Netherlands, on one occasion when we were going to send our commercial attaché there over to Norway to make some investigations, asked that he not go, because he said he was too useful to him where he was.

When Mr. Odell, of whom I have spoken before—our cotton man—was in this country, planning to spend some months here on some necessary work, as we thought, I think it was the Association of Cotton Manufacturers that sent word to us please not to keep him in this country, as he was too useful abroad. He has since been sent over to Siam and to the Dutch East Indies and to India, where he now is.

May I give just another little practical illustration of how this thing works? Referring to these samples in New York that Dr. Pratt has spoken of, it happened that among them was a sample of poplin, with the price at which it was sold in Shanghai. An American manufacturer came into the office and saw that sample there, and the price. He said, "Why, conscience; I can lay those goods down in California and San Francisco for half that figure. There is a large opportunity for me there that I knew nothing about." As I remember, the price was something like 27 cents a yard, and he could sell that poplin for 13 cents a yard, but he knew nothing of it.

Now let me describe just a little more in detail the work of these different forces. We work abroad through three forces—the permanent staff of attachés, 10 of them, which we desire to enlarge; the traveling staff of commercial agents, which varies from 10 to 20 according to circumstances, and the consular force. These work in perfect accord; but if we send a commercial agent abroad, the process is something like this:

We select a man speaking the language of the countries to which he is to go and familiar with that trade—an expert. That man then goes about among the trade in this country. If you three gentlemen are representative houses, he comes and visits you at your offices, learns what you do and what you want to do, and what your difficulties are. Then he goes abroad and he studies the problem from the point of view of the information he has gained from you as well as from others. He makes weekly reports while he is away, and these are published and sent to you meanwhile. When he comes back he goes again to your office, meets you personally, and tells you what he has found about the troublesome points you put up to him before he started. It is thoroughly practical, common-sense work, and it pays.

SENATOR OVERMAN. How many people did you say visited your New York office last year?

MR. PRATT. Eighteen thousand.

SENATOR OVERMAN. They came in for the purpose of getting information about trade abroad?

SECRETARY REDFIELD. Yes; they came on all sorts of inquiries. Some of them, of course, only came to get one or two points; for instance, to inquire about one of the trade opportunities mentioned there. Others came in there to see the buyers. Others come to see American consuls; but the range of inquiry covers practically everything in foreign trade. They want to get information.

MR. PRATT. You know, in spite of the fact that we have done a comparatively big export trade, a lot of our manufacturers and merchants are not familiar with the subject. Most of our trade has been in raw material, food supplies, and things of that sort, which have sold themselves. If we are going to sell our manufactured goods we will have to put real merchandising ability into it, and a great many of our manufacturers are not familiar with that sort of business.

SENATOR ROBINSON. I have not the slightest doubt that that field has great possibilities of development. I think there are a great many things that are being produced here that markets could be found for, and profitable markets at that.

MR. PRATT. There is no question whatever about it.

SENATOR ROBINSON. But, taking a comprehensive view of it, it is a very large proposition.

SECRETARY REDFIELD. It is.

SENATOR ROBINSON. And it has possibilities of growing enormously in expense as well as in usefulness.

SECRETARY REDFIELD. It has. It is a thing which ought not to be bitten off very big at the beginning, and it has grown in a perfectly normal way. As the Senator will recall, the first appropriation, as I remember, was only \$40,000 a year. It stayed so four years. Then it grew to \$60,000 and stayed so three years. From this it has

grown, and now I need hardly urge upon you the fact that to-day the opportunity is a unique one. A dollar to-day is worth \$10 five years hence.

Senator ROBINSON. On account of the international conditions?

Secretary REDFIELD. Yes; on account of the international conditions. There never will be, as far as we can see—certainly there never has been—a time when money could be so well spent as now, or when the field was as ripe as it is at this moment.

Mr. PRATT. Mr. Secretary, the Senator wanted to know about what we figured we got altogether as a result of this work. We have figured it roughly at \$50,000,000 a year as the total additional trade that the United States secures yearly by reason of our work.

Senator ROBINSON. Of course, I presume, you realize that may be very much under, or it may be very much over, the actual amount.

Mr. PRATT. Certainly; it is a pure guess.

Senator ROBINSON. There is no way of arriving at it exactly.

Mr. PRATT. No; there is no way of arriving at it exactly. Now, here is the report by Mr. Odell on cotton goods. That shows you exactly what one of those commercial agents does. That is his report on China. He has since sent in one on Siam. He is now working on one on the Dutch East Indies. I think we have the manuscript in our office. Then there will be one on India.

Senator OVERMAN. Are there opportunities in India?

Mr. PRATT. I think there are. We sell now goods to the amount of about 4 cents per capita per annum in India. I believe we could increase that a good deal if we made energetic efforts there. Just think; there are 315,000,000 people in the Indian Empire. If we could sell each of them only a dollar's worth a year, there would be a market for \$315,000,000 worth. If we could sell each Chinaman only one dollar's worth a year, there is about \$400,000,000.

Senator ROBINSON. What is India's total consumption of cotton?

Mr. PRATT. \$275,000,000. That is their import of cotton goods only. We have been getting about 4 cents per capita, so our trade has amounted to less than 2 per cent of the total Indian trade, and we can expand that indefinitely.

Secretary REDFIELD. Another little detail to show that this work is intelligently done, I think, is this: Heretofore, until we have had this little paper in its present form, the consuls in this country have come and gone without the fact being generally known. If you were interested in Honduras, let us say, you would never know when the consul from Honduras was here. You could not get the information. Now we publish every day, in our little paper here, a statement of our consuls who are in the United States, where they are from, and where they can be found. So, if you take this paper, and you are looking for the consul from Honduras, you see that Mr. E. M. Lawton is in this country, and his leave of absence expires on the 25th of April; that he is going to be in San Francisco on March 4 to 6; in St. Louis certain dates; in Chattanooga on such a day; in Cincinnati on such a day, and Washington on such a day. You can write to us and say: "I should like to communicate with Mr. Lawton about some question relative to my business down in Honduras, and I want to know how I can meet him." We would reply: "You can meet him at any one of our branch offices, or you can correspond with him. If you put before him a practical problem, he will go down there and investigate

be matter for you. If you do not get the information, communicate with us, and when we get his report we will tell you."

That is simply ordinary business sense. It does not pretend to be anything else whatever. It is simply a practical way of doing this thing.

I think I may say that at a meeting of 16 or 18 large business men in New York about three or four months ago, one of the leaders of New York business said in my presence that he regarded this work—and he was by no means friendly to us from a political standpoint—as well and intelligently done. I mention that as coming from at least a man whose chief thought would not be to praise us for the work.

Senator OVERMAN. There is no politics in this. I think the first bill was passed under a Republican administration.

Secretary REDFIELD. There is no politics in it. Both parties have supported it.

Mr. PRATT. Shall we go on to the next item?

Senator OVERMAN. Yes; go on.

Mr. PRATT. I have already mentioned the fact that we asked for \$250,000 for the fund for promoting commerce, and that we need this money for the branch offices and the commercial agents. I think we can pass over the cost-of-production fund, because that is really a tariff-board matter, and that probably will be taken over by the tariff commission—that is, if there is a tariff commission.

#### PROMOTING COMMERCE, SOUTH AND CENTRAL AMERICA.

Now we come to the fund for promoting commerce in South and Central America.

Senator ROBINSON. What page are you on now?

Mr. PRATT. At the bottom of page 124.

Senator ROBINSON. I have it.

#### COMMERCIAL ATTACHÉS.

Mr. PRATT. I have nothing to state as to that except that the House committee has given us what we asked for, namely, \$100,000.

Now I come to the commercial attachés.

Senator OVERMAN. Where is that? On what page?

Mr. PRATT. Page 125, Mr. Chairman, beginning in the sixth line.

Senator ROBINSON. Yes.

Mr. PRATT. There we asked for a little more than doubling the appropriation; or, in other words, that it be increased from \$100,000 to \$225,000. The idea is to establish 20 commercial attachés instead of 10. We have at the present moment 10 commercial attachés, and we want 20.

You will probably say: "Why do you not ask for \$200,000, instead of \$225,000?" That is because we find that we have to cramp our individual attachés just a little in order to make each one of them come out on \$10,000. We pay them salaries of from \$4,000 to \$5,000, which are not adequate in one or two places. For instance, in Rio and Buenos Aires and Petrograd those salaries are too low. We also ought to allow our commercial attachés to travel more. They ought to come back to the United States at least three years, not only in order to tell our people what is going on in their respective fields of activity, but in order to educate the commercial attachés, in order to keep them in touch with business conditions here. So, to do all

those things, to give them adequate travelling facilities and to do the work they ought to do, it will require just a little over \$10,000 a year. The contemplated expenditures will come pretty close to \$11,000 a year. Then we are asking for a small administrative force here in Washington.

I have letters on this subject to which I might refer. Here is a letter from the Secretary of State, who writes to the Secretary of Commerce and asks that Mr. Thompson be specially detailed to do some work in Holland.

Secretary REDFIELD. I should just like to read this:

The Secretary of State presents his compliments to the honorable the Secretary of Commerce, and has the honor to report that Dr. Van Dyke, minister to the Netherlands, in a recent confidential dispatch, states that Mr. Erwin W. Thompson, commercial attaché, has done excellent work since his arrival at The Hague. His personality is agreeable, his information wide, his powers of observation and judgment are good, and his service here is of distinct advantage to the commercial interests of the United States.

You will observe that that was not intended to reach our eye necessarily. It was a confidential dispatch to the State Department.

Here is a dispatch transmitted by the President concerning the work of our attaché in Spain. I do not know whether the committee will care to have these put in the record or not, but the facts are at their disposal, and we shall be very glad to leave the papers with them.

Mr. PRATT. You see, some of our commercial attachés have a very large territory. Take, for example, the man at Paris. He is now supposed to cover France, Portugal, Spain, Italy, and Switzerland. That is too big a territory for one man to handle. Moreover, Spain is just about—at least, we think so—to come into its own industrially. We think there are big possibilities in Spain, and not only do we think that but I know the commercial interests of the country think the same thing.

Mr. REDFIELD. Let me speak right here of a matter in which I know Senator Smoot will be interested—the case of Bolivian tin. As you know, we produce no tin, but we are the largest consumers of tin in the world. The Bolivian tin has, until the present time, gone by our doors, so to speak, to London—to be smelted and refined there. It is now being smelted in America, and a new process of smelting is being carried on here which produces a purer tin than the Straits product, which heretofore has been the standard. We are getting 98.99 per cent pure tin from the Bolivian ore.

This highly desirable result had its origin in combined effort between the American Smelting & Refining Co., on the one hand, and our attaché and minister on the other. The attaché was active in the matter for weeks and months in cooperation with our minister. He went back and forth between Peru and Bolivia again and again. The result of the cooperation was eventually the making of a contract, just both to Bolivian interests and to American interests, and to-day, Mr. Chairman, tin is being smelted in this country. That means that Bolivia gets a credit in this country for the tin she sells us against which she buys American goods, so that it is both active and retroactive. It works both ways. America gains on both sides of the account and so does Bolivia.

Senator OVERMAN. I was saying to the committee yesterday or day before that a gentleman in my State sells all of his product to a cotton



all in Bolivia. All of a sudden the sale was cut off, because they said they could not sell their tin, and they could not get the money to pay for his product; and they canceled a contract for five years.

Mr. PRATT. They had no credits against which to sell.

Senator OVERMAN. Since this industry has been established here, however, they can sell their tin and get their money; the contract has opened up again, and this manufacturer's whole product is now going to Bolivia.

Secretary REDFIELD. You have yourself furnished a very beautiful example of the value of this work, concerning which we could say a great deal more; but the point that pleases us is, Congress having in its wisdom allowed us to create this force, that it has made good.

Senator OVERMAN. This is a new thing on the part of Congress, you know.

Secretary REDFIELD. It is a new thing.

Senator OVERMAN. I think it was only two years ago that we started it.

Secretary REDFIELD. It is only two years ago, and they have made good. They have gotten the confidence of the Spanish Government and the Bolivian Government and the Netherlands Government; and now we want, as far as we can within reason, not to lose this opportunity to extend the service. We have a formal application from Italy, from our ambassador there, for the appointment of an attaché in Italy; and the time is ripe in Italy and in Spain and in Scandinavia as it never has been ripe before.

Senator OVERMAN. It seems to me that the great field for our development is the South American trade.

Senator OLIVER. In other words, you are building up a new business here, and you want additional capital?

Secretary REDFIELD. Precisely. That is the common-sense way to put it. The business is productive and prosperous.

(Secretary Redfield submitted the following statement on the various matters discussed by him:)

*Memorandum in regard to appropriations for foreign and domestic commerce.*

1. Supervisory force, paid out of lump-sum appropriations:	Increase.
Division chief, in charge of work of commercial attaches...	\$2, 500
(To be paid out of lump-appropriation for commercial attaches.)	
Division chief, in charge of work of district offices.....	2, 500
(To be paid from "Promoting commerce.")	
Division chief, in charge of commercial agents in foreign countries.....	2, 500
(To be paid from "Promoting commerce.")	
NOTE.—The above positions are to be paid from the lump appropriations and do not involve any increase.	
2. Additional administrative force at Washington:	
Statutory positions—	
Chief of division (Statistical Division).....	2, 500
Chief of division, \$2,500, in lieu of 1 at \$2,000, increase.	500
Assistant chief of division (statistical).....	2, 100
5 section chiefs, \$2,250 each.....	11, 250
Expert on trade-marks.....	2, 000
Expert on foreign tariffs.....	2, 000
Translator.....	1, 600
Private secretary.....	1, 800
	<hr/>
	\$23, 750



## 2. Additional administrative force at Washington—Continued.

## Lump appropriations—

3 clerks, at \$1,600 each (1 from attaché fund and 2 from promoting commerce).

3 clerks, at \$1,200 each (1 from attaché fund and 2 from promoting commerce).

## 3. Additional commercial attachés:

Increase of..... \$125,000

For the employment of 10 additional attachés in Scandinavia, Netherlands, Spain, Italy, Balkan States (including Turkey and Levant), Venezuela and Colombia, Mexico, South Africa, Japan, and India.

## 4. Promoting commerce:

Increase (from \$125,000 to \$250,000)..... 125,000

For the employment of about 25 commercial agents in foreign countries.

Total..... 273,750

## STATUTORY POSITIONS.

## PLACES ALLOWED.

The House Appropriations Committee made provision for the following positions which were recommended by the bureau: Expert on commerce and finance, \$2,000; translator, \$1,400; one clerk of class 4, one clerk of class 2, one clerk of class 1, two clerks \$1,000 each.

## PLACES NOT ALLOWED.

The following positions which were also recommended in the bureau's estimates were not allowed by the committee: One chief of division \$2,500 (new place), one chief of division \$2,500—in lieu of one at \$2,000, one assistant chief of division (statistical) \$2,100, five section chiefs at \$2,250 each, one expert on foreign tariffs \$2,000, one expert on trade-marks \$2,000, translator \$1,600, private secretary to chief of bureau \$1,800. The bureau wishes to submit the following statement with respect to the necessity for these new proposed positions:

*Chief of division \$2,500, new place.*—It was proposed to use this position for the employment of a statistician to take charge of the Division of Statistics, which division compiles the figures of imports and exports. As this place requires the services of a high-grade statistician the salary named is the least that should be paid to the man selected therefor. This officer will, among other things, have to work out the practical details of the new system of compiling statistics by machinery.

*Chief of Division, increase of \$500.*—This increase is requested in order to place the Chief of the Editorial Division, the division which edits the thousands of reports from consuls, commercial attachés and commercial agents, on the same basis as other division chiefs in the bureau. The salary of this position was inadvertantly reduced by Congress several years ago from \$2,500 to \$2,000.

*Assistant chief of division \$2,100, new place.*—The services of this officer will be required in connection with the reorganization of the Division of Statistics. Since the adoption of the mechanical tabulating plan the two sections of the Statistical Division have been consolidated, and it is now necessary in the interest of good administration to have the assistant chief of division instead of two section chiefs.

*Five section chiefs, \$2,250 each.*—In connection with the five positions as section chiefs it is desired to state that these positions are urgently needed in order to equip the bureau with well-trained men to take charge of the research work, the trade-information service, the auditing of fiscal accounts, the distribution of thousands of reports, the editing of confidential trade reports and compilation of directories of importers in foreign countries.

There is urgent need for these positions and unless they are created our service will be seriously handicapped. It is out of the question to longer expect clerks in the lower grades to answer the thousands of technical trade inquiries and handle the other details above referred to.

*Expert on foreign tariffs, \$2,000.*—The bureau is making request for a tariff expert at \$2,000 because the force of men assigned to the Division of Foreign Tariffs is entirely too small to cope with the demands which are made upon it. There are only five people in the division, and these, with the exception of the chief of the division, are

clerks in the lower grades. The services of another expert are urgently needed because manufacturers all over the country, the State Department, and Representatives in Congress are making most liberal use of this branch of our service. It should be added that this is the only office in the United States which keeps currently informed in regard to the changes in customs tariffs of the world.

*Trade-mark expert, \$2,000.*—The demands upon the bureau for information with respect to the trade-mark laws of various foreign countries have been very large during the past few years, but the work has, as far as possible, been taken care of by a clerk at \$1,400. Large sums of money have been expended by American manufacturers in buying back or paying a royalty for the right to use their own trade-marks and trade names which have been misappropriated by designing individuals in foreign countries. The bureau feels that something should be done to equip itself with the latest information with respect to the trade-mark laws and regulations of the world and to have available a man in a position to advise manufacturers with respect to every phase of the subject. This service is demanded and expected of the bureau.

*Translator, \$1,600.*—Research work; that is, examination of official journals, trade papers, handbooks, etc., of various foreign countries to secure specific facts for hundreds and thousands of inquiries, has become a most important function of this bureau, and therefore the need of a number of competent men with a knowledge of several foreign languages is an absolute necessity. It is here urged that the position above referred to be allowed.

*Private secretary to chief of bureau, \$1,800.*—The chief of the bureau feels that he should be provided with a high-grade man to act as his private secretary. This position calls for the services of a man who has had some economic training and also wide business experience. He is not to be a stenographic assistant, but his services are needed to handle important matters that one usually entrusts to an officer of this kind.

#### COMMERCIAL ATTACHÉ SERVICE.

*Additional attachés needed.*—For the reasons given below it is urged that the sum of \$125,000 be added to the commercial attaché fund in order that commercial attachés (10 additional) may be stationed in the sections named below:

In Europe.	In other countries.
Scandinavia.	Mexico.
Holland.	Venezuela and Colombia.
Italy.	Japan.
Spain.	India.
Balkan States.	South Africa.

*Scandinavia.*—At this time Scandinavians in the United States and in their own countries are showing the keenest interest in American trade. Again, Norway and Sweden are making rapid strides in the development of their water power, and this activity is bound to result in making both great industrial countries, which means the ultimate purchase of large quantities of machinery and other apparatus for manufacturing purposes. As regards Denmark, it is stated that during the past few years Copenhagen has been making a great effort to rival Hamburg as a free port and also as a leading distributing center of the Baltic.

During the last calendar year, as a result of abnormal conditions caused by the war, the United States has sent to Sweden, Norway, and Denmark a total of \$204,793,426 worth of products. According to figures for the last normal year (1913) the Scandinavian countries imported an aggregate of \$604,000,000, of which \$53,000,000 came from the United States. As a result of the war Scandinavians are now familiar with American products and business methods, and there is good reason for the belief that a great permanent trade with the countries referred to can be built up by American houses.

*Holland.*—The chief reason for stationing a commercial attaché in the Netherlands is because of its importance as a great "transit-trade" country. The imports for the year 1914 aggregated about \$1,600,000,000. Only a small proportion of this large total is consumed in the Netherlands, the bulk of the imports being distributed throughout Germany, Austria, Scandinavia, and Russia. At the present time the commercial attaché to Germany is stationed at the Hague to handle the important problems connected with the release of embargoed products held up on account of the war. This official was assigned indefinitely to the legation at The Hague at the urgent request of Minister Van Dyke.

*Italy.*—The imports of Italy for the last normal year aggregated about \$704,000,000, of which the United States furnished about \$101,000,000. Since the outbreak of the war the trade has greatly increased and now reaches the enormous sum of \$271,000,000.

There is every reason to believe that a large share of this trade can be retained by business men if an effort is made to help them. In a recent conversation with George B. Ceccato, the commercial attache of Italy to Washington, he expressed the strongest hope that an attache would be immediately sent to Italy. He stated that now is the psychological moment for concentration of effort to hold the Italian market. In a special communication from Ambassador Thomas Nelson Page, under date of December 3, he stated that the "situation has become so involved that it appears to me that a commercial attache would be of great assistance to this embassy." In addition to utilizing the services of the attache in connection with export trade the ambassador was strongly of the opinion that he could be of great assistance in connection with the release of certain embargoed products which are urgently needed by manufacturers in this country. These products include hemp, olive oil, and minerals. In this relation he stated: "Questions touching these subjects to be handled satisfactorily and in the best way demand a certain amount of technical information and study and call for the exclusive time and attention of one man."

*Spain.*—Since Dr. Veditz's appointment as commercial attache at Paris he has been sent to Spain on several important missions. The first visit, which covered a period of about one month, was paid at the urgent request of the King of Spain. The King expressed the desire that a commercial attache of this Government visit his country for the purpose of studying possibilities for closer trade relations between the United States and Spain. The conference with the King was so satisfactory that he insisted that Dr. Veditz remain indefinitely. One very important thing accomplished on this first visit was the removal of a discriminatory import duty (the transport tax) on coal, which opened a market for American coal producers estimated to be capable of taking under present conditions about 3,000,000 tons annually. Dr. Veditz has again been called to Madrid to assist American capitalists who are interested in securing certain raw products which are urgently needed for manufacturing purposes in this country.

Spain is now making an effort to secure foreign capital with which to put into operation the various resources of the country, and it is understood that several American financial concerns have sent representatives to that country to study possibilities for establishing branch banks and investing capital. The figures for the last normal year show that Spain imported roundly \$30,000,000 worth of products. In view of the changed conditions and the mutual interest which is shown in the development of trade between the two countries there would seem to be a splendid opportunity for permanent trade and investments.

*The Balkan States and Turkey.*—Until the outbreak of the European war little attention had been paid by business men in this country to the Balkan States. This apparent unconcern on the part of our merchants is attributable in large measure to the unsettled business conditions which have existed in the Balkans during the past five or six years—on account of the series of wars in that section. Perhaps the lack of interest in that section may also be attributed to the fact that we have had little consular representation there during years past. However, considerable interest is now manifested in the Balkans and it is believed by those familiar with the trade of the several countries that there will be a long period of reconstruction immediately following the European war. Moreover, the cordial feeling for America which has been created by the splendid work done by the Red Cross Society in that part of the world is bound to have good effect on trade development.

As Turkey is in proximity to the Balkan States, it is included in the territory that would be assigned to the new attaché. It is difficult at this time to prophesy the future trade prospects in Turkey. It would seem, however, that its prospects for advancement would be the equal of other countries which are now at a business standstill.

*Mexico.*—The matter of placing an attaché at Mexico City has long been considered as an important move in developing stronger trade relations between the United States and Mexico. During the last year for which statistics are available the total export trade of Mexico aggregated about \$98,000,000, of which one-half was furnished by the United States. As the United States takes more than two-thirds of Mexico's exports—\$115,000 during the last normal year—it is felt that this country ought to have a larger share of the import trade. This can be accomplished, it is thought, through systematic efforts of a trained expert on the ground, spending his entire time studying the situation.

Recently the Department of State urged the bureau to make provision for the appointment of a commercial attaché at Mexico City, this request being based on a cablegram received from the new ambassador, Mr. Fletcher. In a letter on the subject, received under date of March 1, from Mr. Phillips, the Third Assistant Secretary of State, it is stated: "Inasmuch as it is the department's desire to have an effective staff in Mexico at the present time, I sincerely hope that it will be found possible to comply with Mr. Fletcher's request."

*Venezuela and Colombia.*—The bureau is now well represented on the east and west coasts of South America, having attachés at Rio de Janeiro, Buenos Aires, Santiago, and Lima. There is, however, no representation for the two promising northern countries—Venezuela and Colombia. At the present time the United States has a large share of the trade with both countries, and, in view of their nearness to the United States, it is thought that the trade with them could be considerably increased. Again, the resources of both countries have been little developed, but there is every reason to believe that there will, within the next few years, be an era of wide-spread development in both countries. This development will not only create additional markets for merchandise but will present financial and other openings for American business men. In view of the great distances between the various countries of South America and also in view of the difficulties in traveling, it is out of the question to cover either of these countries by any of the attachés now stationed on the east and west coasts.

*Japan.*—Japan may now be regarded as a strong commercial rival of the United States in the trade of the Far East. The services of an attaché at Tokyo are needed more especially to study the methods used by Japan's manufacturers, particularly of those lines which are the competitors of American products. Through the rapid development of her manufacturing industries Japan has taken away from the United States and European countries a large share of the import trade of China. With respect to the cotton-goods trade Japan has practically "elbowed" the American product—plain goods—out of the Chinese market. In 1905 our exports of cotton goods to China aggregated about \$30,000,000, while to-day they are less than \$5,000,000.

The imports of Japan during the last normal year aggregated about \$363,000,000, of which \$61,000,000 came from the United States. These figures are submitted to show that Japan is also a promising market for the importation of American products, and it is believed that through the efforts of an energetic trade expert on the ground our sales to that country could be greatly extended.

*India.*—According to the statistics for the year 1914 the United States sent only \$15,544,000 worth of merchandise to India. This is only 2.6 per cent of the total, which aggregated about \$595,000,000. It has been felt for a long time that the bureau ought to have representation in this enormous field which covers an area of 1,773,000 square miles and has a population of 315,000,000. This field is too large to tie in with territory assigned to some other attaché stationed in the East. There ought to be a high-grade trade expert on the ground all the time studying the possibilities for American products. With Germany and Austria-Hungary eliminated from Indian markets, there is an especially good opportunity for American firms to gain a permanent position in India and secure a larger share of the trade of that country.

*South Africa.*—The attaché which it is proposed to send to South Africa will also cover West and East Africa, including German, French, and Portuguese possessions. However, in view of its importance as the leading commercial center, he will be stationed at Cape Town. The total trade of this section aggregates about \$250,000,000, of which \$185,000,000 is taken by the Union of South Africa. Of this total the United States during the last normal year furnished over \$15,000,000, being second in the import trade. The annual exports from the United States to South Africa now aggregate about \$27,000,000. It is thought that these figures do not represent the true total, as a large proportion of American products reach South Africa through London houses, and are therefore credited to Great Britain instead of the United States. It is expected that there will be wide development of the natural resources of the country—other than mining—within the next few years which will open up a larger market for American manufactures of every description. It is, therefore, deemed important that this bureau shall have a representative of its own on the ground to look after the interests of American manufacturers.

#### ADMINISTRATIVE STAFF AT WASHINGTON.

*Division chief at Washington.*—There is urgent need for the employment of a division chief at \$2,500 to take care of the administration of the attaché service. There are at present 10 attaché offices established in foreign countries, which are in reality 10 branch offices of the bureau. The chief's duties include the planning of work, preparation of instructions, the handling of a volume of correspondence with the attachés, and firms making use of their services, examination of hundreds of general and special reports, and the maintenance of important office records.

*Clerical assistance.*—A competent assistant to carry on the important details of this work, and a first-class clerk to perform the routine duties are also urgently needed.

*Clerks to commercial attachés.*—At the present time the law provides for only one clerk at \$1,500 per annum for each commercial attaché, and this limitation has made



it difficult to provide satisfactory clerical assistance for several of the attachés. For example, in China the services of two clerks—one Chinese and one American—are badly needed. The Chinese clerk would be used primarily to make translations and to secure information from governmental and other sources. The American clerk would be used to handle office routine, including correspondence, files, and fiscal matters. To employ these two clerks would require a total expenditure of about \$2,000 (\$800 for the Chinese and \$1,200 for the American). For the reason above stated the commercial attaché in Russia has been unable to secure competent help. If attachés are placed in Scandinavia, Japan, and Turkey, similar difficulties will arise. It is believed that the sum of \$1,500 is sufficient for clerical assistance in countries where English, German, French, Spanish, and Italian are spoken. In countries where Scandinavian, Russian, and sign languages are used it is best that the limit should be raised to \$2,000.

*Office quarters (three-year lease).*—Several of the commercial attachés who have taken up quarters in private buildings (outside of American embassies) have found that they could have secured more reasonable rental terms if authorized to enter into a lease for a period of three years, instead of one, as is required by law. Indeed, they have experienced great difficulty in making satisfactory arrangements on account of the short-time leases.

*Exchange on official checks.*—Owing to the disrupted condition of the world's exchange facilities several commercial attachés of the bureau have (on account of the high exchange rates) lost a considerable sum of money in securing cash on official checks for salary and expenses. While the aggregate amount that will be expended for this purpose from the appropriation is relatively small (a few hundred dollars), it seems only fair that the Government and not the agents should sustain the loss.

#### PROMOTING COMMERCE.

*Foreign investigations.*—An increase of \$125,000 in the appropriation "Promoting commerce" is desired. This additional fund will enable the bureau to send about 25 agents to foreign countries to make a thorough study of a number of important lines of trade.

Since the outbreak of the war the sales to Australia have doubled. In the last calendar year the trade amounted to \$98,000,000, or about one-third of Australia's total imports. This simply means that we have filled in the gap left by Germany. The amount of the trade retained after the war will depend largely upon the amount of effort that is put forth by this Government in studying the markets for various lines of trade. During the past year a lumber expert has visited Australia and later during the current year an expert on agricultural implements will reach that country.

The trade with China, Japan, India, the East Indies, and South and East Africa has also shown large increases over previous years. Indeed, these countries are regarded as the potential markets of the future for American products, and it is therefore desired while (so to speak) the time is ripe to gain a strong foothold in these important markets for some of the leading lines of manufacture for which there is bound to be a great demand in the near future. And to do this it is desired to have several agents in each line selected working simultaneously in several countries. For example, two or three men for each of the following lines could be employed with profit: Cotton textiles, motor vehicles, railway supplies, boots and shoes, agricultural implements, furniture, construction materials, electric power development, lumber and investment possibilities.

#### ADMINISTRATIVE STAFF AT WASHINGTON.

The work of the bureau under this appropriation is divided into two parts, namely, (1) employment of a corps of expert trade investigators, and (2) maintenance of district offices in the United States.

*Commercial agents abroad.*—(a) Planning and directing the trade investigations of a large staff of special investigators traveling in foreign countries (10 to 15 trade investigations, including cotton textiles, boots and shoes, electrical machinery, and clothing may be in progress at the same time). The bureau is in need of a high-grade division chief who can take up the essentials of various lines of trade and outline to the agents the character of the work that is expected of them. Other important duties include the examination of the mass of technical reports sent in for publication to see they contain the essential facts needed by manufacturers to enable them to push their trade in foreign markets.

(b) Administrative work, that is, directing the movements of agents, conducting correspondence, keeping tab on weekly travel reports, passing on fiscal accounts, etc. For this work a competent assistant at \$1,600 and a first-class clerk at \$1,200 are badly needed.

(c) For the editing of a mass of detailed, technical trade reports, which requires a wide knowledge of many lines of manufacture and ability (as an editor) to prepare the reports for publication, provision has already been made. Items for "Editorial assistant," at \$2,000, and "Editorial clerk," at \$1,600, are carried in the present appropriation act.

*District offices in the United States.*—(a) Planning and directing the work of eight regularly established district offices and six other cooperating offices (maintained by chambers of commerce) call for the services of a chief of division. At least 2,000 communications are exchanged monthly with the bureau and the field offices. As to the value of the work of the offices, it is stated that they are regarded by manufacturers as real factors in developing their foreign trade. It is estimated that 18,000 people call at the New York office during a year.

(b) A competent assistant at \$1,600 is also needed to handle a large part of the general correspondence while the division chief is occupied with other more important details of the work, and a high-grade clerk to handle the mass of routine matters is also needed.

#### ATTENDANCE UPON CONVENTIONS.

The work of the bureau is seriously handicapped on account of the provision of law which prohibits officers of the Government attending conventions at public expense. Commercial agents are sent abroad to study various lines of trade and on their return to the United States are sent to important centers to convey to manufacturers the information gathered by them. A large part of this work could, it is believed, be done once for all at a general meeting of the industry investigated. For example, the expert (Mr. Odell, of North Carolina), who has been studying the cotton-goods trade of China, Japan, and India during the past year, will return to the United States in the fall. It would be of greatest assistance to the cotton industry in the South if he could be permitted to attend the conventions of the two national cotton manufacturers' associations and there furnish to groups of manufacturers first-hand information with respect to his observations in the countries named and display the foreign samples which he has collected. Again, many small manufacturers whose plants are located in out-of-the-way places—which places the agent could not visit—would thus be afforded equal opportunity to secure first-hand information about foreign markets for their products.

#### EXCHANGE ON OFFICIAL CHECKS.

For the reasons stated in the paragraph on the same subject under "Commercial attachés" it is desired that similar wording covering this subject shall be included in the appropriation act which relates to commercial field agents.

Senator OVREMAN. Is there anything else, Dr. Pratt?

Mr. PRATT. I will, if I may, put in these two statements of the wording of the commercial attaché appropriation and the appropriation for promoting commerce, which will provide for those three \$2,500 places that I asked for, and also for one clerk, at \$1,600 and one at \$1,200 for each of those services.

Senator OVERMAN. That is to be paid out of the lump sum?

Mr. PRATT. That is to be paid out of the lump sum and does not affect the amount of the appropriation. If you decide to give us but so much money, you can do so without increasing the total amount.

Senator SMOOT. If you have a copy of that I will put it right here on the page. We may want to use it there.

Senator OVERMAN. Give the reporter one also.

Mr. PRATT. I will do so, Mr. Chairman.

(The proposed amendments above referred to are as follows:)

#### COMMERCIAL ATTACHÉS, DEPARTMENT OF COMMERCE, 1917.

For commercial attachés, to be appointed by the Secretary of Commerce, after examination to be held under his direction to determine their competency, and to be accredited through the State Department, whose duties shall be to investigate and report upon such conditions in the manufacturing industries and trade of foreign countries as may be of interest to the United States; and for clerical and other per-



sonal services not to exceed \$1,500 for each attaché: *Provided*, That the attachés stationed in Russia, Turkey, China, and Japan may expend not to exceed \$2,000 each; necessary traveling and subsistence expenses, rent, purchase of reports, books of reference and periodicals, travel to and from the United States, exchange on official checks, and all other necessary expenses not included in the foregoing, including one chief of division at \$2,500, one clerk at \$1,600, and one clerk at \$1,200 per annum, to be employed in Washington, D. C.; such commercial attachés shall serve directly under the Secretary of Commerce and shall report directly to him: *Provided further*, That the Secretary of Commerce is authorized, in his discretion, to prescribe a per diem of not to exceed \$7 in lieu of subsistence to commercial attachés and their assistants while in a travel status: *Provided further*, That commercial attachés are authorized hereafter, with the approval of the Secretary of Commerce, to enter into leases for office quarters for periods not to exceed three years, \$250,000.

#### PROMOTING COMMERCE, DEPARTMENT OF COMMERCE, 1917.

To further promote and develop the foreign and domestic commerce of the United States, \$250,000, to be expended under the direction of the Secretary of Commerce, including expenses for attendance upon conventions of commercial bodies and exchange on official checks: *Provided*, That not exceeding \$3,000 of this sum may be expended for the purchase of documents, manuscripts, plans, specifications, and other publications necessary for the promotion of our commercial interests: *Provided further*, That out of this sum there may be expended \$5,000 for the employment of two division chiefs, at \$2,500 each, to direct the work of agents traveling abroad and district offices in the United States; editorial assistant, \$2,000; editorial clerk, \$1,600; two clerks, at \$1,600 each; and two clerks, at \$1,200 each: *Provided further*, That the Secretary of Commerce is authorized, in his discretion, to prescribe a per diem of not to exceed \$5 in lieu of subsistence to officers, agents, and other employees while traveling on official business in connection with the promotion of commerce.

#### RÉSUMÉ OF ADDITIONAL APPROPRIATIONS DEEMED NECESSARY BY DEPARTMENT OF COMMERCE FOR THE BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

##### APPROPRIATION FOR SALARIES.

Chief of Statistical Division .....	\$2,500
For chief of division \$2,500, now receiving \$2,000 .....	500
Assistant chief of division (statistical) .....	2,100
5 section chiefs, at \$2,250 each .....	11,250
Expert on Trade Markets .....	2,000
Expert on Foreign Tariffs .....	2,000
Translator .....	1,600
Private secretary .....	1,800
Total .....	23,750

##### APPROPRIATION FOR PROMOTING COMMERCE.

- Increase appropriation from \$125,000 to \$250,000.
- Provide for division chief, at \$2,500, in charge of district offices
- Provide for division chief, at \$2,500, in charge of commercial agents in foreign countries.
- Two clerks, at \$1,600 each.
- Two clerks, at \$1,200 each.

##### APPROPRIATION FOR COMMERCIAL ATTACHES.

- Increase amount for commercial attaches from \$100,000 to \$225,000, increase of \$125,000.
- Provide in this appropriation for chief of division, \$2,500 per annum, in charge of commercial attaches.
- One clerk, at \$1,600 per annum.
- One clerk, at \$1,200 per annum.

Secretary REDFIELD. I should like to file with the committee a copy of a letter from our ambassador in Italy requesting an attaché there, a copy of a letter from the American-Norwegian Chamber of Commerce requesting an attaché for the Scandinavian countries, and

a copy of a communication from the Secretary of State in the matter of an attaché in Mexico.

Senator OVERMAN. Do I understand that the Secretary of State asks for a commercial attaché in Mexico?

Secretary REDFIELD. In Mexico, yes. We have sent an ambassador there, and he has sent word as follows: The secretary, under date of March 6, writes:

Personally, I believe that the present is an important moment to have stationed in Mexico an officer of this Government who understands the conditions in that country, and who will cooperate effectively with the Departments of State and Commerce.

I thought it proper to bring that to your attention, even if the conditions there are rather abnormal.

I also submit a chart showing the offices and the districts which they cover. I think perhaps you may have seen that. The other chart which I submit shows the present attachés and the proposed attachés. I will leave these with the committee.

Mr. PRATT. Two or three Texas towns have been desirous of having us establish cooperating branches—Houston and Dallas, especially—and they will probably get them very soon.

Senator OVERMAN. What about the Atlanta office? Is that visited much?

Mr. PRATT. That does not do anywhere near as much business as some of the others—as, for example, the New York office—but that is quite natural. We have found, however, that we have had to send the Atlanta manager out through the country near by to talk with manufacturers and others there.

Senator OVERMAN. Is that a manufacturing State?

Mr. PRATT. There are a good many manufacturers in that territory. You see, from the Atlanta office we cover a number of States, up into Tennessee and over into Florida and the Carolinas, and all around through there.

Senator ROBINSON. And Virginia?

#### CLERICAL FORCE.

Senator OLIVER. Before you close I should like to ask you a question. My attention has been called to a matter on page 120, where the bill allows 9 clerks of class 4. Your estimate calls for one assistant chief clerk and superintendent, and I believe 8 clerks. I should like to have your expression as to the advisability of that change.

Secretary REDFIELD. That is Mr. Fitzgerald. Mr. Fitzgerald is one of those clerks of class 4 whom we desire to have designated as assistant chief clerk and superintendent at \$2,100. I can only say that if I had him in my factory I would pay him more. He is a man of good ability, very earnest, very zealous. For example, he had entire charge of our department exhibit at the safety first exhibition. He took it wholly in his own hands, looked after it, had it erected in his charge, managed it, and wound it up. In the absence of the chief clerk he is the acting chief clerk of the department. He is a first-class man. It is an act of common justice, and to my mind of business wisdom, Senator. It is what you or I would do in our factories.

Senator ROBINSON. What is his name?

Secretary REDFIELD. His name is Fitzgerald. There was a statement filed with the committee yesterday applying to that particular case.

Senator OLIVER. He is one of my constituents.

Secretary REDFIELD. There is a little element of justice there in the fact that the House committee did that very thing for a subordinate of his, but did not do it for him.

Senator OVERMAN. That is strange. We had better give it to him, and let the subordinate go without it.

Secretary REDFIELD. That would be my choice, Senator.

Senator OVERMAN. Which is the subordinate? Where do we find him?

Secretary REDFIELD. Mr. Johannes can tell you that.

Mr. JOHANNES. The assistant chief of the division of publications they put in at \$2,000. We recommended \$2,100.

Secretary REDFIELD. We are very glad to have that done, but it was not quite fair to leave out the other man.

Mr. JOHANNES. The department recommended three assistant chiefs—the assistant chief clerk, the deputy disbursing clerk, and the assistant chief of division of publications.

Senator OVERMAN. You think this man Fitzgerald ought to have the increase, even if the others are left out—that is, of the three?

Secretary REDFIELD. He is the man who has the gravest responsibility. He is number one of the group. He is the man oldest in service and heaviest in work. He is in touch with me every hour of the day. He is one of our very best men.

Senator OVERMAN. They just wanted to give one, and gave it to the wrong man, apparently.

Senator ROBINSON. Where is Mr. Fitzgerald from?

Secretary REDFIELD. I do not know.

Senator OLIVER. I do not know him personally, but I think he is from Pennsylvania.

Secretary REDFIELD. Then I ought to say that our disbursing clerk, Mr. Johannes, is very unselfish in this matter, for one of the three was his own assistant, whom he desired to have promoted; but he would say to you, I think, that Mr. Fitzgerald should come first.

Mr. JOHANNES. I told the Secretary that he was the first man; he ought to have been promoted first, even before my man.

Secretary REDFIELD. There were three men in order—and the House committee took number three. That is the point.

Senator OLIVER. I will call your attention to it when the subcommittee comes to meet.

#### STEAMBOAT-INSPECTION SERVICE.

Secretary REDFIELD. The next matter is the Steamboat-Inspection Service.

Senator ROBINSON. On what page of the bill?

Secretary REDFIELD. Page 125. There are only two items there that we care to bring to your attention, Mr. Chairman. I think we may take up first the item of clerical force in the field, on page 127, at the top of that page. The House gives us 30 additional assistant inspectors and 1 traveling inspector. The situation, as you know, is very serious. I was obliged to say to the House committee that

could not be accountable for the safety of life under the law unless the force was largely increased, and they have increased it; but I think by an oversight more than anything else they forgot to add the clerical force that was necessary for 30 additional inspectors. You put so many more men in the field and you do so much more work and provide so many more details; and, in fact, we could not utilize these 30 additional inspectors satisfactorily if they have to do clerical work. Therefore the estimate that was submitted for \$98,000, and for which they gave us \$84,000, we feel should be added to cover 10 additional clerks at \$900 each, so that \$9,000 of it would be used for obtaining that force.

To show the necessity for that, let me speak of a personal instance. I went to the city of Detroit, and having a habit of dropping into these offices in an unexpected way, I looked in on the office there, and I found a force comprised of five officers, one of whom is supervising inspector covering a large district, and the entire clerical force for those five inspectors was one clerk. The supervising inspector covers the entire district that is composed of Lake Superior, Lake Michigan, and Lake Huron, and for all five of those officers there was but one clerk. That man had within three months already given 26 days' overtime without additional pay. Such a condition of affairs no one of us would permit for a moment in our own offices, and my feeling is that this was an oversight and was not intended, so far as the additional clerks are concerned. In addition to that, we have no means at present of promoting any worthy employee either for quality of service or for length of service. I think I am correct in saying that they are all \$900 men, are they not, Gen. Uhler?

Mr. UHLER. Not all of them. Some of them range a little higher than that. But we have no fund for promotion, at all.

Senator SMOOT. What you desire is the increase of that appropriation of \$84,000, which is current law, to \$98,000?

Secretary REDFIELD. That is it; of which \$5,000 would give an opportunity for promoting worthy clerks throughout the entire service of the bureau, and \$9,000 to provide 10 additional clerks at \$900 each. That is the entire story.

Mr. UHLER. I was very much surprised, Mr. Chairman and Mr. Secretary, when we got the appropriation for those additional inspectors and found that we had no appropriation for additional clerks; none whatever.

Secretary REDFIELD. Here is a statement which I will file with the committee, giving the detail and the purpose of that, and showing just where these men would be used and where their services would be placed.

#### ADDITIONAL CLERK.

The only other thing in that service is the request made for one additional clerk at \$900 in the Washington office. We made the estimate for two and they gave us one. The additional man is badly needed. We are and have been crippled for lack of clerical force, and we earnestly request that we may have this additional man in Washington. Let me to say to you, Mr. Chairman, that the entire force of the Steamboat Inspection Service in Washington—and it is a country-wide service—is 10 men, including the chief of the service himself.

Senator ROBINSON. Where does that increase come, Mr. Secretary?

Secretary REDFIELD. That one man?

Senator ROBINSON. Yes.

Secretary REDFIELD. It comes on page 126, in the top line. That is all we have to ask in that service. Do you want to hear Gen. Uhler make a statement further?

Mr. UHLER. There is no necessity for going further into it. I simply wanted to call attention to the fact that when the seamen's bill went into effect, it absolutely changed the conditions of our service.

Senator OVERMAN. You mean the seamen's act?

Mr. UHLER. Yes. We handled in our office alone 75,000 cards of lifeboat men and able seamen. Just think of a force having that checking to do.

Senator OLIVER. We had better repeal the law, had we not?

Mr. UHLER. No; keep the law and give us more men to enforce it. There were 75,000 of those cards. Just think of it.

Senator OVERMAN. Do you want to make any further statement about your bureau?

Mr. UHLER. No, sir.

Senator OVERMAN. You say there were 75,000 of those cards?

Mr. UHLER. Yes.

Secretary REDFIELD. I did estimate an increase of \$1,000 for Gen. Uhler's salary. I would not, as a matter of business, pay him as little as he gets now.

Senator OVERMAN. What does he get now?

Secretary REDFIELD. \$4,000; I do not think it is right.

#### BUREAU OF NAVIGATION.

Senator OVERMAN. The next is the Bureau of Navigation.

Secretary REDFIELD. Mr. Chairman, may I speak very frankly to you? You gentlemen have been so courteous to us; I am not going to take much longer. I wonder how much work it is proper to put upon a man by law—what is the standard—before we pay him for it. The Commissioner of Navigation has had imposed upon him by law the supervision of the radio act all over the United States, involving a force of radio inspectors in every important seaport of the land; the inspection of passengers and counting of passengers on all excursion steamers all over the land involving the transfer of a considerable number of inspectors from the Treasury Department to him; the seamen's law, which is involving an immense amount of work, and at least one other law. There are four, but those three I have mentioned are all of them big ones. He has never had a dollar of pay for any of the additional work. I do not think that is right. His pay is \$4,000, and these three acts have imposed duties upon him which I assure you are straining the force to the utmost, and there has been no compensation.

Senator OVERMAN. He has the enforcement of the radio law and the enforcement of the seamen's act?

Secretary REDFIELD. And the counting of passengers on steamers in all our ports. There is also another act——

Mr. TYRER. The ship-registry act.

Senator OVERMAN. That is a big thing, also.

Secretary REDFIELD. Those things have been imposed upon him, and there is no pay.



Senator OVERMAN. I suppose that work has increased by reason of transferring to the American flag ships of foreign registry.

Secretary REDFIELD. That has increased very much.

Mr. TYLER. There has been an increase of over 600,000 tons. One hundred and seventy-eight vessels have come in under that act.

Secretary REDFIELD. Here is a statement which I will file with you, from the Commerce Reports of March 18, showing the number of American ships now under construction in the United States larger than in any period in the history of the United States, amounting to 240 ocean-going vessels on the 1st of March. This statement will give the facts in full detail.

#### PROGRESS OF AMERICAN SHIPBUILDING.

Steel merchant vessels building or under contract to be built in private American shipyards on March 1, 1916, according to builders' returns to the Bureau of Navigation, Department of Commerce, numbered 244, of 945,798 gross tons. The statement for February 1 was published in Commerce Reports for February 19, 1916.

The following table shows the tonnage building or ordered on February 1, less tonnage completed in February, new tonnage ordered in February, and the total for March 1:

Name.	Merchant tonnage Feb. 1, 1916, less completions. <sup>1</sup>		New contracts closed February, 1916.		Merchant construction, Mar. 1, 1916.	
	No.	Tons.	No.	Tons.	No.	Tons.
American Bridge Co., Ambridge, Pa.....	16	10,388			16	10,388
American Shipbuilding Co., Cleveland, Ohio.....	14	63,300		8,100	18	71,400
Baltimore Dry Docks & Shipbuilding Co., Baltimore, Md.....	7	24,500			7	24,500
Bath Iron Works, Bath, Me.....	5	<sup>2</sup> 1,900			5	<sup>2</sup> 1,900
Charles Barnes Co., Cincinnati, Ohio.....	1	300			1	300
Chester Shipbuilding Co., Chester, Pa.....	7	34,000			7	34,000
Clinton Shipbuilding & Repair Co., Philadelphia, Pa.....	2	<sup>2</sup> 560			2	<sup>2</sup> 560
Cowles Shipyard Co., Buffalo, N. Y.....	1	20	1	36	2	56
Dubuque Boat & Boiler Works, Dubuque, Iowa..	1	25			1	25
Ellicott Machine Corporation, Baltimore, Md.....	3	750			3	750
Fore River Shipbuilding Corporation, Quincy, Mass.....	12	60,000			12	60,000
Great Lakes Engineering Works, Detroit, Mich...	15	58,880	3	<sup>2</sup> 7,400	18	<sup>2</sup> 66,280
Harlan & Hollingsworth Corporation, Wilmington, Del.....	13	57,776			13	57,776
Herreshoff Manufacturing Co., Bristol, R. I.....	1	178			1	178
Howard Shipyards Co., Jeffersonville, Ind.....	7	4,600			7	4,600
James Rees & Sons Co., Pittsburgh, Pa.....	1	( <sup>3</sup> )			1	( <sup>3</sup> )
Manitowoc Shipbuilding & Dry Dock Co., Manitowoc, Wis.....	4	1,000			4	1,000
Maryland Steel Co., Sparrows Point, Md.....	12	65,500			12	55,500
Milwaukee Bridge Co., Milwaukee, Wis.....	1	( <sup>3</sup> )			1	( <sup>3</sup> )
Moore & Scott Iron Works, Oakland, Cal.....	3	<sup>2</sup> 10,000			3	<sup>2</sup> 10,000
Newport News Shipbuilding & Dry Dock Co., Newport News, Va.....	16	113,921			16	113,921
New York Shipbuilding Co., Camden, N. J.....	22	115,773			22	115,773
Pusey & Jones Co., Wilmington, Del.....	6	1,684			6	1,684
Quintard Iron Works, New York, N. Y.....	1	900			1	900
Seattle Construction & Dry Dock Co., Seattle, Wash.....	5	19,800	1	8,000	6	27,800
Spedden Shipbuilding Co., Baltimore, Md.....	3	730			3	730
Standard Shipbuilding Corporation, New York, N. Y.....			3	14,400	3	14,400
Staten Island Shipbuilding Co., Port Richmond, N. Y.....	5	1,519	2	4,400	7	5,919
Tampa Machine & Foundry Co., Tampa, Fla.....	1	2,000			1	2,000
Toledo Shipbuilding Co., Toledo, Ohio.....	7	17,900	4	7,200	11	25,100
Union Iron Works, San Francisco, Cal.....	20	144,158			20	144,158
Wm. Cramp & Sons Ship & Engine Building Co., Philadelphia, Pa.....	12	72,600	2	11,600	14	84,200
Total.....	224	<sup>2</sup> 884,662	20	<sup>2</sup> 61,136	244	<sup>2</sup> 945,798

<sup>1</sup> The following steel vessels were officially numbered and removed from the statement during February: Steamers Bristol, 3,971 gross tons; Texas, 6,678 tons; Gold Shell, 5,614 tons; Charles Pratt, 9,059 tons; Artisan, 5,825 tons; Magnolia, 182 tons; total, 6 vessels of 31,329 gross tons.

<sup>2</sup> Incomplete.

<sup>3</sup> Not reported.



DETAILS OF NEW CONTRACTS.

The following table gives details regarding the vessels under construction in the various yards:

Vessels.	Gross tonnage.	Speed, knots.	Owner.	Trade.	Probable date of launch.
American Shipbuilding Co., Detroit yard:					
No. 199.....	2,100	9½	Hasler Bros. (Inc.)....	Bulk freight..	1916 delivery -
No. 200.....	2,100	9½	Barber & Co. (Inc.)...	do.....	Do.
No. 201.....	2,100	9½	Atlantic, Gulf & West Indies S. S. Lines.	do.....	Do.
No. 202.....	2,100	9½	do.....	do.....	Do.
Cowles Shipyard Co.:					
No. 61.....	36	10	State of New York....	Towing.....	Aug. 1, 1916.
Great Lakes Engineering Works:					
No. 123.....		13	Not given.....	Car ferry.....	
No. 168.....	3,700	11	do.....	Cargo.....	
No. 169.....	3,700	11	do.....	do.....	
Seattle Construction & Dry Dock Co.:					
No. 91.....	8,000	12	Edgar F. Luckenbach..		
Standard Shipbuilding Corporation:					
No. 1.....	4,800	10½	Builder's account.....	Cargo.....	Dec., 1916.
No. 2.....	4,800	10½	do.....	do.....	Feb., 1917.
No. 3.....	4,800	10½	do.....	do.....	Apr., 1917.
Staten Island Shipbuilding Co.:					
No. 688.....	2,200	12	Clinchfield Navigation Co.	do.....	
No. 689.....	2,200	12	do.....	do.....	
Toledo Shipbuilding Co.:					
No. 138.....	1,800	10	R. Lawrence Smith...	do.....	1917 delivery.
No. 139.....	1,800	10	do.....	do.....	Do.
No. 140.....	1,800	10	do.....	do.....	Do.
No. 141.....	1,800	10	do.....	do.....	Do.
Wm. Cramp & Sons Ship & Engine Building Co.:					
No. 442.....	5,800	13	W. R. Grace & Co....	Passenger and cargo.	May, 1917.
No. 443.....	5,800	13	do.....	do.....	June, 1917.

What I have said of Mr. Chamberlain is true of his assistant, Mr. Tyrer, who is here. Mr. Tyrer has not asked me to make this statement, and Mr. Chamberlain knows nothing of it. I put both of these matters in the estimates without their knowledge.

Senator OVERMAN. They have the enforcement of four new acts, the ship radio act, the ship-registry act, the counting of passengers on steamers, and the seamen's act?

Secretary REDFIELD. Yes.

Senator OVERMAN. All of those have been added to their duties?

Secretary REDFIELD. All of those have been added to his duties.

Senator OLIVER. I know the chief of that bureau is a very active man.

Secretary REDFIELD. In addition to that there are things we feel we ought to have, and I will be candid with you, Mr. Chairman, without them we can not do the work; and if we are here another year, I shall have to say to you that we have not done it as it ought to be done. We want three additional clerks.

Senator SMOOT. You want one of class 2 and two at \$1,000?

Secretary REDFIELD. Yes. This statement explains fully. I could say no more if I talked for a month.

(The memoranda submitted by Secretary Redfield are as follows:)

## MEMORANDUM RELATIVE TO ADDITIONAL CLERKS FOR STEAMBOAT-INSPECTION SERVICE.

The estimate of this department under this item requested an appropriation of \$98,000. This is an increase of \$14,000 over the appropriation for the current fiscal year. The purpose of these estimates was to provide 10 additional clerks in steamboat-inspection offices, as follows:

San Francisco, Cal.....	1
Seattle, Wash.....	1
New York, N. Y.....	3
Baltimore, Md.....	1
Detroit, Mich.....	1
Buffalo, N. Y.....	1
Cleveland, Ohio.....	1
New Orleans, La.....	1
Total.....	10

In addition it was to provide \$5,000 to be used for the purpose of making some promotions of clerks. The clerical work in the field offices in the Steamboat-Inspection Service has in the last few years grown to such an extent that the offices are absolutely unable to keep pace with it, and in many instances inspectors are required to devote a considerable portion of their time to clerical work.

The House added 30 additional inspectors to the force in the Steamboat-Inspection Service. Since the clerical work at present, without these additional inspectors, is in arrears, it can be clearly seen that unless additional clerical force is provided, the clerical portion of the Steamboat-Inspection Service work will be absolutely neglected unless inspectors sorely needed for actual inspection work in the Steamboat-Inspection Service are used for clerical work. It will be impossible with the present clerical force to take on the additional work.

WILLIAM C. REDFIELD.

## SALARIES, BUREAU OF NAVIGATION.

Our estimates provide for an additional clerk at \$1,600; one, at \$1,400; two, a \$1,000, and two for six months in the year, each at \$900 per annum. The bill now carries only the additional \$1,600 and the two temporary \$900 clerks. The other clerks asked for are necessary if the statutory duties of the bureau are to be performed even in a restricted sense.

I wish again to invite your attention to the fact that this increase in work is not due to any expansion through the bureau's efforts or the laying out of two lines of work where one would suffice. Session after session Congress has passed new legislation for the bureau to administer without any additional clerical force to perform the work. Some of these items are as follows:

1. Inspection of 250,000 motor boats and handling of cases arising from their violations of law.
2. Selection of 62 navigation inspectors, laying out their schedules, instruction, supervision, and the handling of the cases which they would report.
3. Operation of two motor boats involving the work in connection with their schedules, repairs, new construction and equipment, supervision, and handling of cases reported.
4. A new registry law which, to January 1, resulted in the admission of 178 vessels of over 600,000 tons to American registry.
5. The new seamen's act. A large amount of work incidental to the enforcement of the wireless communication laws.
6. An adjuster of measurements who travels from port to port to secure uniformity in the measurement of vessels. This work results in numerous difficult questions which must have careful consideration.

In addition to the new laws for which Congress has given us no additional clerical force, the regular work of the bureau is increasing with a rapidity never before known; for instance:

1. The increase of 389 vessels of 795,391 gross tons during the fiscal year 1915, is three times as great as the increase in registered tonnage in previous years in our history. This increase is bound to continue, as on July 1, 1915, there were under construction in our shipyards 76 vessels of 310,089 gross tons. Between July, 1915, and February 1, 1916, there were building or contracted for in addition to the above, 244 merchant vessels of 945,798 tons. This phenomenal increase in our merchant fleet

necessarily involves a corresponding increase in every branch of the bureau's activities.

2. Our collections from all sources have increased from \$1,371,836.72 in 1912, when we had our last increase of force, to \$1,637,606.21 for the fiscal year 1915. This increase is continuing, as during the last six months of this year we collected \$713,793.69 tonnage tax as against \$597,220.38 for the same period last year.

3. Navigation fine cases handled by the bureau increased from 3,634, in 1912 to 6,868 in 1915. This ratio of increase is far exceeded by the present fiscal year, as during the six months ended December 31 of the year 1916, we have handled 5,551 navigation cases or nearly five-sixths of the number of cases handled during the entire previous fiscal year.

4. Seamen shipped, reshipped, and discharged during 1914, 378,772 increased of 414,744 in 1915. This increase continued as during the six months ended December 31, 1915, there was an increase of 32,969 men over that for the same period during the previous year.

5. Increased interest in the merchant marine is resulting in numerous demands from Members of Congress and others for statistical statements involving labor and time in their preparation.

The bureau is charged with the enforcement of laws having to do with safety of life and property on the water. It is your expectation and undoubtedly that of Congress and of the public that these laws shall be enforced efficiently and in a manner which will result in safeguarding those interests in the manner for which Congress by its laws has made provision. Any failure on the part of the bureau to so administer those laws properly would subject it to censure. This can not be done unless we have the necessary force in Washington. To make an appropriation for work in the field without corresponding provision for the supervision of that work in the bureau is not economy. To pass laws to safeguard life is not effective unless adequate provision is made for their enforcement.

I wish to state without qualification that the clerical force asked for in our estimates is the minimum necessary to the work in this bureau.

With our present force correspondence can not be kept up to date, replies to letters in some instances being of necessity delayed for a fortnight or even longer.

WILLIAM C. REDFIELD, *Secretary*.

#### MEMORANDUM RELATIVE TO ONE CLERK, OFFICE FORCE, WASHINGTON, D. C.

In the estimates for the Steamboat-Inspection Service an increase of two clerks, at \$900 each, for the office force in Washington, D. C., was requested. Only one additional clerk is provided in the bill. The other \$900 clerk is required. Thirty-one additional field positions are provided in the House bill, and it will be impossible to do the directory and supervisory work properly unless an additional clerical staff can be made available for the office in Washington. At present much of the detail work is in arrears, despite the fact that much extra time is devoted to that work by the employees.

WILLIAM C. REDFIELD.

Secretary REDFIELD. Now, coming to a particular item here on page 129, at the top, under the item of enforcement of the navigation laws, you will observe we estimated \$35,000. We got \$22,000, the same as last year. Under that law we operate two motor boats, and two more useful vessels there are not in the Government service, and they pay their own way. They do not cost the Government anything. The navigation fines carry the boats and pay all expenses. It is one of the best investments the Government has. The tonnage dues collected by this bureau and turned into the Treasury more than three times pay the cost of the bureau. This is one of the cases in which the Government makes a profit out of the service. Now, we come to the question of gasoline. I hope you gentlemen have not automobiles. I have one. I had to get one at my own expense in order to get out to my outlying bureaus every week. We have been getting gasoline in Washington under a Government contract for 11 cents, but we are told we can not get it for these boats at this price, because they have to buy it where they need it.

wherever they may happen to be. We are paying 24 cents a gallon for the gasoline for those boats. We are notified that it will be more. This appropriation is based on the old price and not on the new, and if it stands as it is we shall have to lay these boats up and let them remain idle.

Senator OVERMAN. How much return does the Government get from this service?

Mr. TYRER. Over \$41,000 last year.

Secretary REDFIELD. We have put in here \$2,500 for the increased cost of gasoline, which undoubtedly will be required but was not given to us, and it means we will have to stop the vessels. Now, when I say "stop the vessels," I wonder if you get the meaning of that. I will put this statement in the record, but I want to put this on some ground which is a little bit higher than even money, although it pays its own way. Three or four months every winter among the oyster fleet on Chesapeake Bay, there is a carnival of cruelty goes on that is horrible. We found, within a very few weeks, in the Potomac River, on a big fishing schooner, that four seamen were forced to sleep on one mattress which lay in the bilge water—not near it but in it, and soaked with it. I think there has not been a week this winter when we have not had to issue warrants for violations, not of the seamen's laws but of the commonplace laws for wages, and for cruelty; and the man in charge of this work has to be a deputy marshal both in Virginia and in Maryland, because otherwise these boats would land men on one side of the bay or the other, and compel them to walk home, and give them no pay. The conditions have been almost beyond belief; and men have been shanghaied and carried off drugged. Mr. Tyrer can say how many captains we have had locked up for that sort of thing.

Mr. TYRER. We had four in one year.

Secretary REDFIELD. These conditions are real, and the easiest way to prevent that sort of thing is to have two motor boats, and they can cover everything from Key West to New Brunswick; but one of them has to be on the station in the Chesapeake Bay oyster fleet during the season. The conditions have been enormously improved, and I could show you letters from the United States commissioner and the district attorney in Baltimore city to show you what they say about this work.

Apart from that, I will again remind you it pays its own way. The net result of the whole work is a revenue to the Government, and we feel that having this human value and that final status, it ought not to need a lot of argument to have it sustained very thoroughly.

In this further item of \$35,000, as I say, \$2,500 is for increased price of gasoline, and that we have to pay. If we do not get it there is no alternative except to stop the boat. The other is for an additional boat, \$9,000. We are doing nothing whatever in inspection of this kind in the Gulf of Mexico and on the Mississippi and Ohio Rivers and the waters collateral thereto, and we have been asked by the motor-boat interests along the Mississippi River and in the South to provide a vessel which will do that work.

Senator SMOOT. What will it cost?

Secretary REDFIELD. That vessel will cost \$9,000. She will pay it back, interest and principal. There is not a vessel now on work.

The Coast Guard Service has asked three vessels to do patrol work on the Mississippi River. Each vessel would cost \$80,000. Of course they do a lot of work we would not do, but so far as the enforcement of the navigation laws is concerned, these vessels will do that; and we will undertake with one motor boat costing \$9,000 to do the job thoroughly, and be responsible for it. On the Atlantic coast their fleet is supposed to cooperate in this work, but remembering that their vessels are of deep draft, and can not go into shallow waters, we can do more with our motor boats than the entire Coast Guard fleet, many times. Where it finds most to be done is among the motor vessels. We have cleaned up Albemarle and Pamlico Sounds, and there is a condition there of obedience to law which has never existed before; and now on the Mississippi River we are told there are thousands of motor vessels which should be inspected to see if they have the appliances for safety required by law.

Senator SMOOT. You will have to provide, then, new language as to the enforcement of the motor-boat laws.

Senator ROBINSON. Why does not the word "provide" cover it? It says "to provide and operate" motor boats.

Senator SMOOT. Heretofore we have used the word "purchase."

Senator ROBINSON. "Provide" is just as good a word.

Senator SMOOT. To provide might mean otherwise than by purchase.

Mr. JOHANNES. We buy boats under that language now.

Senator SMOOT. Of course, you can do that.

Secretary REDFIELD. It has been approved by the comptroller.

Senator ROBINSON. I think that language is adequate.

Secretary REDFIELD. May I add that the Mississippi Valley Power Boat Association, comprising 60 clubs, with a membership of 15,000, is earnestly in cooperation with us in this matter of improvement of the motor boat law, and personally I took it up with men in New Orleans. It was said that there was not a condition of obedience to the law. The people of Louisiana and that part of the world are as obedient to law as anybody, but they do not know the law and they have no means of knowing it, but we go about in this way, and I think in all the years of this work I can say that we have not made any enemies. I have not heard of any enemies. There were two rows, but I think they were settled in a kindly way; but there are about 30,000 motor boats on the Mississippi River all the way from Pittsburgh south, which have no regulation.

Senator OVERMAN. You have no boat down on the Mississippi at all?

Secretary REDFIELD. None there, and none on the Gulf.

Senator SMOOT. Where are the two boats you have now operating?

Secretary REDFIELD. There is one operating every winter on Chesapeake Bay, and the other at that time is operating from Florida north to about Charleston, I think.

Mr. TYRER. To Charleston.

Secretary REDFIELD. In the summer time, when the oyster fleet is idle in the Chesapeake, one boat operated from the New Brunswick line to the Chesapeake and the other from the Chesapeake to Florida. One is a 90-foot boat and the other is a 60-foot boat. They have not only maintained themselves, but have paid their cost, with interest.



out of the mitigated fines; so that is not a public expenditure, in one sense; it pays for itself.

That covers the situation, Mr. Chairman. Other items were cut, but not sufficiently to make a serious difference.

Mr. TYRER. We have the wireless and the counting of passengers on steamers.

Secretary REDFIELD. Do you want to make a statement, Mr. Tyrer?

#### STATEMENT OF ARTHUR J. TYRER, DEPUTY COMMISSIONER OF NAVIGATION.

Mr. TYRER. I would say in regard to the increase of the wireless appropriation, we are asking an assistant inspector at New York at \$1,200, and one at Baltimore at \$1,200.

Senator OVERMAN. What page is that on?

Mr. TYRER. It is at the bottom of page 129.

Senator SMOOT. You want the amount estimated for?

Secretary REDFIELD. Yes.

Senator SMOOT. And that consists of what?

Mr. TYRER. Two \$1,200 assistant inspectors; one at New York and one at Baltimore; a clerk at New Orleans at \$900; a clerk at \$900 at Chicago for half the year and at Savannah for half the year, making one clerk per year at \$900.

During last year we inspected for license 362 ship stations. I am mentioning this one item of increase in our work, which is the one particular item which requires this additional work; 362 ship stations were examined for license. That was the number of American vessels carrying wireless requiring inspection. During the fiscal year 1915 our registered fleet increased nearly 800,000 tons. There are on the ways and building at the present time, up to March 1, 244 vessels of 945,000 tons. These are all large vessels, and practically all of them, if not all of them, will be equipped with wireless instruments, and it will be necessary for our inspectors to take on this additional work. Most of them will be at New York, Baltimore, Philadelphia, or Norfolk. The Baltimore district covers Philadelphia and Norfolk. This increased work will go into effect this coming fiscal year, when we will need these additional inspectors.

Senator OVERMAN. How much tonnage is there?

Mr. TYRER. There is in our shipyards, under contract or under construction, 945,000 tons.

Senator OVERMAN. You mean shipbuilding going on?

Mr. TYRER. During the fiscal year 1915 the increase in our registered fleet was nearly 800,000 tons; the largest in the history of the country. This is all in addition to the 945,000 now under construction in our shipyards. About 600,000 tons came in under the act of August 18, 1914.

Senator OVERMAN. Under that act there is only 600,000 tons?

Mr. TYRER. Six hundred thousand tons came in under that.

Senator OVERMAN. Is there anything else?

Secretary REDFIELD. I think that is all, Senator. We are much obliged to you for your courtesy, I am sure.

Mr. TYRER. I should like to press the addition of \$3,000 for additional inspectors, because it has so much to do with the safety of pas-



sengers on the water. This is on page 129, for the temporary employment of inspectors. At the present time we have but \$15,000 for that purpose. We desire 13 more inspectors than we have now, and we want to carry these inspectors a little longer than we are able to carry them now. We employ them now only about three months.

Senator OVERMAN. That is to prevent ships from being overcrowded?

Mr. TYRER. Yes. We employ these inspectors for about three months in the year. Under the appropriation for this year our balance for the month of June will employ but 14 men for 18 days. That is for the entire service. There is danger in that proposition.

Secretary REDFIELD. May 30 is one of the worst days in the year.

Mr. TYRER. Yes, May 30 the service will begin. During the first year, on 92 occasions we found an attempt to overcrowd vessels. Our men stop people from going on board a vessel when she has all she should carry. During July, August, and September of last year there were 132 occasions during which there were attempts made to overcrowd boats.

Senator ROBINSON. What do you do when a boat is being overcrowded?

Mr. TYRER. The inspector stops their getting on.

Senator ROBINSON. Is there a penalty for overcrowding a boat?

Mr. TYRER. A very heavy penalty; a penalty of \$500.

Senator ROBINSON. Are these cases reported and prosecuted?

Mr. TYRER. They are prosecuted, and in almost all cases it means the full penalty.

Secretary REDFIELD. A great many penalties have been imposed; some in New York Harbor.

Senator OVERMAN. They certainly did not do their duty in Chicago, did they?

Mr. TYRER. Oh, we had a remarkably clear story on that *Eastland* case.

Senator OVERMAN. You did?

Secretary REDFIELD. Yes, sir; we did. I am proud of those men. There were two of those young fellows. Why, one of them went down on the ship; they stayed with the ship so well. We oblige them to go in pairs, and they have a mechanical counter. When they got 2,705 people on board the captain was notified that 20 more could be taken on; and then the 20 more were taken on. These two people of ours stood there with their mechanical counters, and when they said five more, there was a fellow tried to get on with his wife and five children, and they said, "No, you can not get on; there is one too many"; and they were sent back. Then they took on just five more, and they had precisely the number the law allowed and no more; and it was shown by the mechanical counters. It does not depend upon a man's eye or his judgment. We do not allow that. They had exactly the right number, and this fellow was there, and he stayed on board. In fact, he slept on the steamer, so that he would be on time and to see that no one got on in the morning without his knowledge.

Senator OVERMAN. I got the impression from the newspaper that it was a case of an overcrowded steamer.

Secretary REDFIELD. No, sir; the *Eastland* was carrying 500 people less than she had been carrying for five or six years.

Senator SMOOT. What was the reason of her sinking?

Secretary REDFIELD. There were several things, Senator, which combined together. There was the admitted delinquency of the engineer. I say admitted; he admitted it in his testimony—in failing to have his water ballast tanks full. They were empty. He started to fill them when the vessel, receiving her load, had probably settled down—such was the testimony before the court, and undenied—on a pile of cement which lay on the bottom of the river. She had never been in that pier before. She probably settled down on that, and then commenced to heel over, and as she commenced he commenced to fill his water tanks, and that put in about 100 tons of water sloshing back and forth, and as she went over her port lights, which were very low and had been left open, took in more water, and as she heeled a little farther her side doors, which were also very low and had been left open, took in more. That is the story in a nutshell.

Senator OLIVER. Was there not a rush of people to one side?

Secretary REDFIELD. Apparently not. Most of the people were not on the upper deck. Most of them were on the lower deck. There were some on the upper deck. All of this was brought out in the testimony in the United States District Court. It was a very terrible and sad combination of circumstances which had three or four causes, no one of which separately, apparently, would have been sufficient to cause the disaster.

Senator OVERMAN. There was nothing of neglect on the part of the Government?

Secretary REDFIELD. Nothing whatever. The judge said things about the people in charge of the inspection service that I was very glad to have him say. All that the judge said was that the only testimony regarding the inspection was that the work was well done.

Mr. TYRER. I want to say, in regard to the work of these inspectors, that they not only inspect in regard to people going on vessels, but also see that the vessels have fire-fighting apparatus and life preservers on board, and that they have their licensed officers and crew. That was not done when the work was under the Treasury Department. Last year they reported 999 violations of law. This year they reported 1,032 such violations. That was additional work. Those cases come to the bureau, and that is one of the things that is swamping the bureau in the work we are attempting to do with our inadequate force of clerks.

(The following memoranda were submitted by Secretary Redfield:)

#### ENFORCEMENT OF THE NAVIGATION LAWS.

In our estimate we asked for an increase of \$13,000, including \$9,000 for a new boat for the Mississippi River, the balance to operate the motor vessels *Tarragon* and *Dixie* and an allotment to collectors of customs of \$2,772 for the hire of motor boats to be used in enforcing the laws.

Since this matter was under consideration by the House committee several important reasons have developed why we should have an increase in this fund.

Gasoline, at the time our estimates were made up, could be obtained for about 11 cents per gallon, and the estimates were based on 13 cents per gallon. The open-market price at present is 23 cents per gallon, with prospects that it will go higher. This involves an increase in the operation of the boats now in commission of over \$2,200. It was necessary this year for us to get an additional appropriation in the urgent deficiency bill of \$1,500 because of this increase in the gasoline. At least \$2,500 additional should be given us for this purpose.

The number of motor boats on our waters is rapidly increasing. We estimated that there were 250,000 such motor boats, but you will remember that Mr. Lawley, one of the principal builders of this country, estimated that this number should be nearer 1,000,000. Attention was invited to the fact that the Evenrude motor people alone, for instance, had turned out 30,000 motors during the past year.

Three years ago we made an allotment of \$1,000 to the collector of customs at New Orleans that he might hire a motor boat and investigate the conditions in his district. This resulted in several hundred fine cases being reported, and it was found that on the lower Mississippi there is widespread disregard of the motor-boat law.

The necessity for the small vessels which we desire to place on the Mississippi River is obvious. There are approximately 25,000 motor boats on these waters and we must have a vessel small enough to go where these motor boats are navigated. They do not frequent deep waters where they would be in danger from larger vessels.

This boat will be in use constantly in the northern waters in the summer and the southern waters in the winter.

At present there is almost complete ignorance of the navigation laws on these waters outside of the principal ports notwithstanding the fact that because of currents, shallows and floating obstructions, these waters offer a peculiar menace to small vessels not found to the same extent on coast waters.

It is the unanimous opinion of collectors of customs and of those interested in the operation of motor boats that the law should be systematically enforced on the Mississippi and tributaries. The Mississippi Valley Power Boat Association with its 60 clubs and a membership of 15,000 is in favor of such enforcement and doubtless will heartily cooperate with the department.

We could patrol the course during regattas when large numbers of boats congregate. Many excursion steamers carry hundreds of thousands of passengers and they should be carefully supervised.

The use of this small boat on these waters is imperative, and by rendering assistance in time of flood, especially through the use of its wireless apparatus when the telegraph and telephone lines are down; preventing the overcrowding of passenger vessels and safeguarding life generally will more than justify the small appropriation for which we are asking.

We estimate but \$35,000 as our entire appropriation, while there was collected last year from navigation fines \$41,518.24. It would seem proper to permit the bureau to expend in the enforcement of the law an equivalent to that which it collects from violators of the law.

As you are aware, the work of the department in enforcing the motor-boat laws has met with the approval of motor-boat owners, associations, and publications throughout the country. It is recognized that if the use of motor boats is to be carried to its full possibilities, it is necessary that such use shall be rendered as safe as possible. Our efforts not only result in increased safety on those vessels but also in rendering more popular their use, both for business and pleasure.

In order to accomplish the best results, nearly six years of experience has demonstrated that we must have our own vessels in charge of trained, energetic men who are familiar with the law and its application and the places where vessels are to be found. These inspections must be made so as to avoid persecution and irritation of motor-boat owners. These qualifications can not be found in men temporarily employed. We must work nights and holidays. Our inspections must be systematic not only in the principal ports but throughout the districts. This can not be accomplished by temporarily hiring motor boats.

WILLIAM C. REDFIELD, *Secretary*.

#### ENFORCEMENT OF THE WIRELESS-COMMUNICATION LAWS.

This item carries an increase of \$4,510, consisting of \$4,200 for additional help and \$310 general expenses.

In the bill which passed the House no provision was made for any of this increase.

Under the existing unusual conditions, which are likely to continue at least during the coming fiscal year, wireless apparatus on vessels is especially essential in safeguarding the lives of passengers and crews. Not since the enactment of the law has there been a time when it was so necessary not only to have this apparatus on board vessels but that it should be ready for instant and effective use.

Revised statistics show that during the fiscal year 1915 our inspectors reported 48 cases of vessels leaving our ports which met with accident or disaster requiring the use of wireless to summon assistance. Except in the case of the *Lusitania*, the

assistance thus rendered resulted in saving the lives of practically all of those on board these vessels.

Radio instruments are delicate and must have constant supervision by experienced men equipped with scientific instruments for testing the efficiency of and tuning and adjusting the apparatus. The average radio operator is not qualified and does not have the proper means to do this.

I wish to invite your attention to a few points in addition to those which were presented to the House committee when this increase was under consideration.

During the fiscal year 1915 our merchant marine registered for the foreign trade shows an increase of 389 vessels of 795,391 tons. On July 1, 1915, there were under construction in our shipyards 76 new vessels of 310,089 gross tons. In addition to this, between July 1, 1915, and February 1, 1916, there were building or contracted for 230 merchant vessels of 901,371 tons, a total increase of 709 vessels of 2,051,278 tons. Judging from the tonnage of these vessels, it is probable that practically all of them will be equipped with wireless apparatus. They must be inspected for license, licensed, and afterwards inspected as the vessels leave our ports. For the fiscal year 1915 but 362 commercial ship licenses were issued. The increase shown in our merchant marine registered for the foreign trade is double this number.

To meet this increased work we have asked for but one additional inspector at New York and one at Baltimore, with a new clerk at New Orleans and at Chicago-Savannah.

The work in prospect demands a much larger force than we have asked for. Our estimates have been made as low as possible. A small number of the new vessels are being built for foreign account and some of them will not be launched until after the fiscal year 1917. A great many of them, however, will go into commission during that year.

During the first half of the present fiscal year there were 5,424 clearances of vessels required to have wireless apparatus. With our present force we were able to make but 3,103 inspections.

The bureau does not attempt to set forth the great mass of work being done by our service in the examining and licensing of operators, inspection of various classes of stations for license, investigation of reports of interference, and work of a like nature which we have been forced to subordinate to the inspection of ship stations.

WILLIAM C. REDFIELD, *Secretary.*

#### PREVENTING OVERCROWDING OF PASSENGER VESSELS.

This item carries an increase of \$3,000 to be used in the employment of 13 additional inspectors.

It is the business of our navigation inspectors to count passengers going on vessels, to prevent their overcrowding. It is a most important work and serious results may follow if we are not provided with a sufficient force at the ports named in the estimates to do the work. That there is a tendency to overcrowd the vessels is shown by the fact that during 1915 our inspectors on 92 occasions stopped passengers from going on vessels, the limit having been reached. Over 95,000 passengers were involved in these cases. It is fair to assume that on a number of these occasions there would have been serious violations of law had our inspectors not been present.

During July, August, and September of the present year on 125 occasions, the limit was reached and passengers were stopped from going on board. These shutoffs involved over 128,000 passengers.

Should a serious accident occur because of the failure of the bureau to keep a check on vessels in any particular locality, it must be in a position to show that Congress has been asked to furnish these additional men.

The work during this past summer was carefully systematized, and in order to conduct the counting of these passengers properly it will be necessary for us to have this increase of \$3,000.

We did not feel justified during the past summer in slighting any portion of the work and wherever large numbers of passengers were going on excursion boats at the ports enumerated in our estimate, we endeavored to have our inspectors count such passengers. This has resulted in our having available for the entire month of June a balance sufficient to employ but 14 inspectors for a period of 18 days each.

The bureau anticipated this condition and in its estimates for last year asked, without success, for \$18,000.

The overcrowding of passenger vessels constitutes one of the most dangerous violations of the steamboat-inspection laws, and a failure on the part of the department

properly to perform its statutory duties in case of disaster undoubtedly will be severely criticised.

Under the system as now organized, these inspectors in addition to counting the passengers see that the vessels carrying them are fully equipped with life-saving devices and fire-fighting apparatus, are properly inspected, and have the required licensed officers and crew. When not engaged with larger vessels they are inspecting motor boats in their capacity to see that they do not carry more persons than they have equipment for. During three months last summer, for instance, they reported 1,032 violations of the navigation laws, and during the previous year, 999 such violations. This was a work not done by the inspectors before transfer to this department.

WILLIAM C. REDFIELD, *Secretary*.

(At 12 o'clock m. the committee adjourned to meet at 2 o'clock p. m., Saturday, March 25, 1916.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

**SATURDAY, MARCH 25, 1916.**

## UNITED STATES SENATE, SUBCOMMITTEE ON APPROPRIATIONS, *Washington, D. C.*

The subcommittee met at 2 o'clock p. m., pursuant to adjournment, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Robinson, Smoot, and Oliver.

The committee thereupon resumed the consideration of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes.

### BUREAU OF EDUCATION.

## STATEMENT OF MR. PHILANDER P. CLAXTON, COMMISSIONER OF EDUCATION.

The CHAIRMAN. Mr. Claxton, you want an assistant commissioner at \$4,500, and an assistant editor at \$3,200?

Mr. CLAXTON. I am not going to ask you, Mr. Chairman, for anything except two or three items more than what the House gave. I want to ask first that you put the chief clerk's salary at \$2,500, for the reason that unless there is an assistant commissioner he must serve as commissioner in my absence, and I must be away from Washington a good deal. It is necessary until there is an assistant commissioner that I should be. If there were an assistant commissioner, I could be in Washington more. Mr. Kalbach, who fills the position, has been chief clerk at this salary for six years, is an efficient man, and the work he does justifies the salary.

I wish to ask that you raise the \$35,000 for investigation of rural and industrial education, including personal services in the District of Columbia, to \$45,000.

Senator SMOOT. The last appropriation gave you \$30,000.

Mr. CLAXTON. The last appropriation was \$30,000. The estimate was \$68,150. The House allowed \$35,000. If the addition is made, it will all be given to rural-school work, the most important educational problem in the United States, of course. We all realize that. We are able, and have been able, to do something of real value. Just now a good many of the States are wanting to remake their systems of rural education. They are revising their courses of study. They are revising their means of administration and supervision. They



are interested in consolidation of schools, and to such extent that they are wanting surveys made of the entire State school system. By a survey, I mean a thoroughgoing investigation of every phase of it, and, on the basis of that, constructive recommendations made. To illustrate the interest that there is in it, we have on hand now requests to make surveys of the States of Wyoming, Arizona, New Mexico, Tennessee, and Delaware, of everything in the States.

The CHAIRMAN. You want how much increase?

Mr. CLAXTON. I want \$10,000 more than what the House gave, making \$45,000. There is one other I want, making three items. The third item is for school and home gardening. Two years ago, through the action of the Senate committee, the bureau was allowed \$5,700 for home gardening promoted by the school, as I like to term it, the purpose being to bring it about that there shall be in each school, if possible, in cities, towns, suburban communities, and manufacturing villages, one teacher employed all the year who will know gardening, scientifically and practically, and who will assist the children in finding the place at home in the back yard, in the side yard, on the vacant lot, or elsewhere, that may be cultivated in vegetables, fruits, and flowers. With that \$5,700 I was able to employ a man and a woman, both good gardeners, horticulturists, who have had experience. Through the cooperation of the International Child Welfare League I was enabled to employ another man, a good horticulturist, from Cornell University. The three have worked with remarkable success.

The CHAIRMAN. What cities did they work in?

Mr. CLAXTON. I will tell you in a minute. May I give you these figures first? During the past year they have visited personally 192 cities and towns. Of these 120 have agreed to follow the recommendations of the bureau. Thirty-seven cities have already put into operation the bureau's recommendations in at least one school. There are now a great many thousands of children doing that kind of work. I can not give you the full list of cities, but there are two or three cities in Virginia; in North Carolina, Goldsboro, Charlotte, Monroe, to an extent in Greenville, and a negro school in Raleigh in South Carolina, Columbia, Darlington, I believe, and at several of the cotton-mill towns; in Tennessee, Knoxville and Chattanooga. Chattanooga has probably done more than anyone. Atlanta in Georgia; and Birmingham in Alabama. We have gone as far west with it as Arkansas, and there are some towns in that State. We have been able to get into these States I have mentioned in the South, also into Kentucky, where there are three or four cities, notably, the city of Lexington, where they have put in this work. We have gone into Pennsylvania, New York, and Connecticut, and somewhat in Michigan. We have not tried to get beyond the Mississippi River, except now Mr. Randall, one of the specialists, has just completed a thoroughgoing survey of the city of San Francisco for this particular thing.

We are making a complete survey of the schools there, and he is doing this work. I have promised them he can go the middle of April to help make a survey and see what gardening can be done in Richmond, Ind. Without the addition that I am asking for, we will have to drop one of these men. We have two men and a woman now. The International Child Welfare Association helped us for a year and a half, hoping that we might get on our feet. They have other

uses for their funds, and do not continue it, and after the 1st of July I will lose the man who is really the head of the division unless I can have this additional help.

The CHAIRMAN. Is that the last item you want to call attention to?

Mr. CLAXTON. That is the last item I want to call attention to.

Senator SMOOT. The estimate was \$10,740, and the House gave you \$5,700. What are you asking for now?

Mr. CLAXTON. For \$10,740. That is necessary for the three people who are already in the bureau, for a stenographer, and the necessary traveling expenses. Much else we need, but if you will give us that we will make good use of it.

#### LAND OFFICE.

### STATEMENT OF HON. CLAY TALLMAN, COMMISSIONER OF THE GENERAL LAND OFFICE.

#### UNION PACIFIC RAILROAD COMPANY FUND.

Mr. TALLMAN. I will confine myself to the changes made by the House committee, as compared with the estimates. On page 92 you will see we are asking for the addition of 22 statutory clerks in lieu of the use of \$25,000 per year out of a fund created by deposits by the Union Pacific Railroad Co. for surveys. It is referred to on page 104 of the bill. This fund consists of excess deposits of the railroad company which it had to pay for lands which had been surveyed when it procured title to the lands, by reason of the fact that some of the lands in their grants had been theretofore surveyed by the Government. Congress has been giving us the use of this fund for some years for clerk hire in the General Land Office. That fund is now largely depleted, and at the end of this fiscal year there will be only about \$17,000 left. Those are regular clerks, however, in our office, which we deem we need to keep the work up, and do it as it should be done. We desire now, in lieu of the expenditure of that fund, which is nearing exhaustion, that we be given these 21 clerks. There are 22 now hired out of the fund. I may say that most of those clerks are employed in work pertaining to the surveys, though not all of them, and I may say further that the surveying work being accomplished by the office is largely in excess of that which has been done in the past year. The present system of handling field surveys, and the amount of appropriations that Congress has given us for that work, taken in connection with the demands of States and settlers for surveys, have resulted in producing an extraordinary amount of field work, which must be handled through the office of the surveyors general, and through our office for the purpose of acceptance.

The CHAIRMAN. You are asking for 21 clerks, costing \$23,960, in lieu of what?

Mr. TALLMAN. In lieu of the right to expend \$25,000 of the Union Pacific deposits for clerk hire in the General Land Office.

Senator SMOOT. It provides for the expenditure of that amount.

Mr. TALLMAN. The original recommendation was that we have these 21 clerks in lieu of that, and strike out this provision at the end.

The CHAIRMAN. Are you expending as much as \$25,000 now a year for this purpose?

Mr. TALLMAN. Yes; we are spending all of it this year.

The CHAIRMAN. And yet you think you can get along with \$23,960?

Mr. TALLMAN. We would adjust them to meet the classification of clerks, and that amount of money will fairly take care of what we feel should be taken care of.

Senator SMOOT. If we strike this provision out the money then will remain in the fund?

Mr. TALLMAN. It will remain in the fund, and that fund would be subject to be drawn upon only if there were some lands remaining in the Union Pacific grant not surveyed. There are practically none. There is another appropriation, however, provided for in that paragraph on page 104, which should be considered before it is struck out in its entirety.

#### TECHNICAL EMPLOYEES.

Further, on page 92, at the bottom of the page, in our estimates we recommended that there be inserted this proviso:

*Provided, That any of the positions herein provided for shall be available for appointment of technical and other specially qualified persons.*

We inserted that provision in the estimates because, in the first place, you will note that our help in the General Land Office simply consists of so many clerks in the respective classes. The Civil Service Commission objects to our hiring technical people as clerks. For instance, we called for a draftsman, and they did not want to supply us a draftsman to fill one of these positions designated as clerk. We prefer to have the designations remain as they are, with the privilege of employing such technical persons as we need off of the civil-service rolls in those places. It would seem to be a mere matter of names.

#### TRAVELING EXPENSES.

On page 93 you will find an appropriation of \$6,000 for traveling expenses of detailed clerks for examination of offices of surveyors general and United States land offices. That was \$6,000 last year, but before that it had been \$8,000 or \$8,500, I forget which. Our estimates provided for \$8,000, and I am quite convinced we need that amount. The \$6,000 is scarcely sufficient. I am endeavoring to keep at least two men detailed continuously for this examination work, which is proving very beneficial. Besides, that is the only fund out of which I have to pay any traveling expenses of detailed clerks, and I respectfully solicit that this \$8,000 be reinstated.

#### FILING CASES.

On page 94 there was an item in the estimates which is entirely eliminated, namely, \$3,000 for filing cases. That \$3,000 was to purchase necessary filing appliances to meet the regular current increase in our work, and if we do not get that it leads to congestion of our files and papers, or else we have to get as much as we can from the contingent fund of the department for filing cases in our office. It costs us about \$3,000 a year fairly to meet our necessities with respect to taking care of new files. We did not have it the year before, although we did worry along, and got the money from the department.

Senator OVERMAN. Where do you get those files?

Mr. TALLMAN. Those are small cases.

Senator OVERMAN. What kind of cases, Globe-Wernicke?

Mr. TALLMAN. I forget what the name is. They all come from the Supply Committee.

Senator OVERMAN. The reason for my asking is that a man came to see me stating that a contract has been given to the Globe-Wernicke Co., and that there were a dozen cases where the people wanted to buy others, but could not do it because the Supply Committee designates the Globe-Wernicke Co., and he says it makes a monopoly for that company.

Mr. TALLMAN. It does for a year, but, as I understand it, the Supply Committee designates the companies that have the business on the basis of bids which they have received before.

Senator OVERMAN. They let the contracts out to the lowest bidder?

Mr. TALLMAN. Yes. We take what they give us in respect to that.

Senator SMOOT. You are provided, under the head of "Contingent expenses," with a sum sufficient to purchase those filing cases, are you not?

Mr. TALLMAN. We have no contingent fund for the Land Office.

Senator SMOOT. I notice under that contingent fund for the Department of the Interior it provides for the purchase of filing and labor-saving devices, constructing model and other cases and furniture, and other absolutely necessary expenses not herein provided for, and so on. The House gave you \$131,000. The estimate was \$135,000.

Mr. TALLMAN. Yes. We find it is somewhat difficult to get anything out of that fund for filing cases in our office, the other demands on it seem to be so strong.

#### SURVEYORS GENERAL.

Going now to page 102, estimates for surveyors general, I would say that when the original estimates were made up some months ago we were not in position to estimate as accurately our necessities as we were later on. As a result of an amended estimate, which we made up at about the time I appeared before the House committee, we were able to submit an estimate considerably less in the aggregate than were our original estimates. This amended estimate has been adopted by the committee with four exceptions. That amended estimate provided for \$12,000 for clerk hire in the Alaska office.

Senator SMOOT. \$12,000 instead of \$10,000?

Mr. TALLMAN. Instead of \$10,000, which the committee has given us; for \$14,000 for California in place of \$12,000 given us by the committee; for \$12,400 for Nevada instead of \$10,000; and for \$17,240 for Utah in place of \$16,000. When we made those amended estimates they were made recently on the basis of much more accurate available information than we had before, and we considered that we pared them all and we were seeking to hold them all down to what seemed to be absolutely necessary. The total of those appropriations we are now asking for in the amended estimates, nevertheless, amounts to \$173,100, which is \$8,000 more than we are receiving for the year 1916.

Senator SMOOT. The total under the office of the surveyor general?

Mr. TALLMAN. That is the aggregate for clerks segregated from the salary of the surveyor general and for the contingent expenses of his office.

Senator OVERMAN. I notice there was an amendment for the surveyor general of South Dakota for \$3,100 for clerks, \$2,000 for the surveyor general, and \$500 for contingent expenses.

Mr. TALLMAN. In all, \$5,600. The House recommended that this South Dakota amendment be eliminated entirely.

Senator OVERMAN. What have you to say about that?

Mr. TALLMAN. I made a statement to the Members from South Dakota. There is not much surveying work left in South Dakota, except there is some little mineral surveying coming from the Black Hills, and there is a considerable amount at present of forest homestead surveys, which are also being made in the Black Hills. They are in amongst the various mining claims that have been surveyed there, and I understand there is a considerable number of them, and they are rather complicated. The mineral surveys, of course, are paid for by the applicants. In view of the amount of these forest homesteads, I am rather of the belief that it would be well to continue that office at least another year, if not longer. Three thousand one hundred dollars is all it cost for clerks, \$2,000 for the surveyor general, and \$500 for other expenses.

Senator SMOOT. I should think he could get along with one clerk there.

Mr. TALLMAN. There are a lot of those forest homesteads, and they are pretty much mixed up. There are individual surveys. A forest home survey requires work out of all proportion to its importance and the amount of land and value. That makes \$180,740 as against \$165,000; that is a little over \$15,000 difference.

The sundry civil bill allows us to use \$25,000 out of the appropriation for field surveying work for the payment of clerk hire in offices of surveyors general. You will recall that was given to us with the idea of bringing up arrears. We need all the appropriations for the surveying of public lands for the field work for that purpose, and while the individual appropriations here for clerk hire aggregate more than last year, we recommend in the estimates for the sundry civil bill that the privilege of expending that \$25,000 for that purpose be eliminated, and that we add what was necessary in accordance with these amended estimates to these amounts here for clerk hire in offices of the surveyors general.

Senator SMOOT. As I understand you to say, there is about \$42,000 left in that railroad survey fund?

Mr. TALLMAN. No.

Senator SMOOT. \$25,000 here and \$17,000 for the year following, I thought you said. That would amount to \$42,000.

Mr. TALLMAN. No. I said at the end of this fiscal year, after we are through using what money we are now permitted to use, there will be about \$17,000 left in it.

We think, therefore, that the amended estimates, which were a considerable reduction from the original estimates, should stand for these offices. They are made up on what we figured the necessary expenditures.

Senator SMOOT. If this appropriation should remain, and we did *t* give you the extra clerks estimated for at \$23,000, could you use



he \$17,000 already in the fund for the hiring of the very clerks that you are asking the increase for?

Mr. TALLMAN. I could use it if this provision were permitted to remain on page 104.

Senator SMOOT. That is what I mean. The only difference would be, then, that you ask for clerks to the amount of \$23,000, and this provision would give you only about \$17,000?

Mr. TALLMAN. About \$17,000. If it is desired to use up all of that money, it might be apportioned. We might be permitted to use the \$17,000 as far as it would go, and put a smaller number of clerks on the statutory roll. It would amount to the same thing.

Senator SMOOT. Can you tell me which clerks you want to go on this statutory roll?

Mr. TALLMAN. I would want to check that over again. I have not done that with a view to making that provision.

Senator SMOOT. I wish you would.

Mr. TALLMAN. I will submit that.

Senator OVERMAN. These clerks are absolutely necessary, although this money mentioned on page 104 will be exhausted?

Mr. TALLMAN. I think so, Senator. I have made every effort to get the work up and keep it up. The land business as a whole is not on the decrease. Every bit of new legislation makes additional work. The new legislation last year added very materially to the work, to the surveying work especially. We approved over 11,000,000 acres of surveys, and probably more than that; there were about 14,000,000 acres of approved surveys last year as against a little over half that before.

Senator SMOOT. Notwithstanding that, I do not think there is over half the land in my own State surveyed.

Mr. TALLMAN. We are doing the field work and the office work and the surveying for a less price. We are getting more for the money than has ever been done before.

I will call your attention again to page 104. You notice in the hearing before the House committee I urged the committee to remove any limit from the use of the moneys arising out of the appropriation created by the act of March 2, 1895, for office work in the surveyor general's offices. You will note on page 104 that it says the use of the funds created by the act of July 2, 1864, and the act of March 2, 1895, for office work in the surveyor general's office, and the general land offices, is extended one year from June 30, 1916, provided that not to exceed \$25,000 of this fund shall be used for the purpose above indicated. Congress did not enact that a year ago the way we stated it in the estimates, in that we desired to have the privilege of expending \$25,000 out of the fund provided for by the act of July 2, 1864, for office work in the office of the surveyor general, but we did not anticipate or intend placing any limit on the amount of money that we would expend from the appropriation arising under the act of March 2, 1895.

The act of March 2, 1895, is an act under which the Government's portion of the cost of the survey of land within railroad land-grant limits is met. Under another act, of 1910, we called on the railroad company to make a deposit to the extent of one-half of the cost of the lands to be surveyed within railroad limits. Under this act of 1895, which is a continuing appropriation, under a decision of the



Comptroller, the Government's portion is supplied. The amount we can expend out of that fund provided for in the act of 1895 is automatically limited by the amount the railroad puts up; the Government puts up an equal amount. Under the terms of the act of 1895, however, we can not use that money for meeting the Government's portion of the expense of office work of surveys within railroad land grants in the offices of the surveyors general under a decision of the comptroller. The comptroller has permitted us to do that this year on the condition that we take the matter to Congress, and after June 30 it will have to stop. We want the privilege of using whatever is necessary of the continuing appropriation under this act of March 2, 1895, to pay the Government's expense of surveying railroad land grants, both in the field and in the offices of the surveyors general. So that whatever is done by the act of 1864, whatever privilege is given us under that, we feel that the appropriation that is created by this act of 1895 should be made available for office work in the offices of the surveyors general without any specific limit.

I suggest that that may be accomplished, in case you see fit to allow our increase of clerks and the withdrawing of the privilege of expending any more of this Union Pacific money. Then there should be substituted for this whole paragraph words to this effect:

The appropriation created by the act of March 2, 1895 (28 Stats., 937), is hereby made available for office work in the offices of surveyors general.

On the other hand, if you desire to continue the use of the Union Pacific money and still remove the limit from the use of the funds arising under the act of March 2, 1895, it may be done by inserting, on line 19, after the word "and," following the word "sixty-five," the following: "The appropriation created by"; and then, down on line 24, in the proviso, it now reads, "Provided that not to exceed \$25,000 of this fund." It should read, "not to exceed \$25,000 of said fund." That will place the limitation only on the fund arising out of the act of 1864 and not on the funds which become available under the appropriation of March 2, 1895.

Those are the points that I hoped to cover.

#### PATENT OFFICE.

### STATEMENT OF HON. WOODSON R. OGLESBY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK.

#### TYPEWRITER COPYISTS.

Mr. OGLESBY. Mr. Chairman, I desire to ask the committee to include an item of \$10,000 for special and temporary services of typewriters certified by the Civil Service Commission, who may be employed in such numbers at \$2.50 per diem as may, in the judgment of the Commissioner of Patents, be necessary to keep current the work of furnishing manuscript copies of records.

I was requested by a number of attorneys to try to secure legislation of this character because they were unable to get certified copies of records for use in suits for six weeks, and sometimes two months, after making application. One gentleman told me he had had to go from Chicago to Cincinnati to make a motion for an adjournment

because the attorney on the other side would not stipulate that

copies might be used without certification. I appealed to the Commissioner of Patents, and he told me that the trouble was he did not have any money to use for that purpose. They pay these copyists \$2.50 a day. He tells me he can get all he wants if Congress permits him to do it. A typist will turn out probably from 80 to 100 folios a day, and the office gets 10 cents a folio, so that this is a source of profit to the Government.

I saw Mr. Byrns, who had charge of this bill in the House, but he told me they had reported the bill that morning. He then could not make any changes, while willing himself to insert the item in the bill. I then introduced another bill, which provided substantially for the same thing, to become a part of the substantive law, so as to be carried each year in the appropriation bill, and that bill has been reported favorably by the Committee on Patents. I should say that Mr. Morrison, chairman of the Committee on Patents, has been away a great deal of the time on account of illness, and I have been acting chairman of the Committee on Patents for most of the session, so that is how I happen to have charge of this specific matter. The Committee on Patents has reported a bill providing for the employment of these temporary typists, and if that bill becomes a law some item of some amount, which will be estimated by the Commissioner of Patents to be sufficient to enable him to employ these typists, will be carried regularly in the appropriation bill each year.

Senator SMOOT. Do you think an appropriation of \$10,000 will be necessary in order to carry this bill into effect if it becomes a law? It seems to me that a much smaller amount would do it. The bill says: •

The Commissioner of Patents is hereby authorized to employ, for special and temporary work, at \$2.50 per diem, as many typewriters, certified by the Civil Service Commission, as may, in his judgment, be necessary to keep current the work of furnishing manuscript copies of records. But the amount expended for such employment shall not exceed in any month the amount received for furnishing the manuscript copies of records typed by such special and temporary employees.

Mr. OGLESBY. That does not carry an appropriation. It is necessary, as I understand, even if that bill becomes a law, for an appropriation bill to provide for it each year.

Senator SMOOT. My question was, if this becomes a law, then would you want an appropriation? In your bill, H. R. 11634, you ask for an appropriation of \$10,000. It seems to me that \$1,000 would be all that would be necessary to carry this into effect. I do not think there would be in any one month more than a thousand dollars.

Mr. OGLESBY. As I understand, the Commissioner of Patents, even if this became a law, could not use those fees. He would have to turn them into the Treasury.

Senator SMOOT. I so understand. But would it amount to more than a thousand dollars in any one month?

Mr. OGLESBY. Congress does not appropriate more than once a year. That does not give him any authority to use those fees.

Senator SMOOT. It simply limits the amount that he can expend out of the \$10,000 each month.

Mr. OGLESBY. Or out of any appropriation that Congress might make for that purpose. The appropriation would have to be for the entire year.

Senator SMOOT. Do you think that \$10,000 would be a small a sum as you could get along with?

Mr. OGLESBY. The commissioner so stated to me, that he thought they ought to have \$10,000. As a matter of fact, he states that with an appropriation of \$10,000 he could turn into the Treasury between \$30,000 and \$40,000 a year, which would mean a profit.

The CHAIRMAN. There is no estimate here at all.

Mr. EWING. No.

The CHAIRMAN. And there is no legislation authorizing it. If we passed that bill then there would be an occasion for an appropriation.

Mr. OGLESBY. This item could be carried without legislation.

The CHAIRMAN. But it is very unusual for us to provide for something that has not even been estimated for.

Mr. OGLESBY. The Commissioner of Patents told me he had not estimated for this this year for the reason that he had twice before estimated for it, and for some reason it had not been allowed.

The CHAIRMAN. To be perfectly frank, we do not expect to be able to provide for half the estimates, and it would be hard to persuade this committee to appropriate for something that has not even been estimated for. There are cases where the items might be meritorious.

Mr. OGLESBY. I could have gotten this in without objection in the House, but unfortunately I was away when this item was passed, and I asked Mr. Byrns if he would object to unanimous consent being given to going back and inserting this in the bill. He said he had no objection at all to this item, and would gladly agree to go back for the purpose of having this amendment offered, but if he did, he would have a flood of requests from other people which he would be compelled to refuse, and he could not very well grant this.

The CHAIRMAN. If we let one item go in here without an estimate there would be many other similar requests immediately. It is a rule we very rarely violate.

Mr. OGLESBY. Unquestionably they will be glad to give you an estimate.

Senator SMOOT. Mr. Oglesby, would it not be best to pass your bill (H. R. 11798), which is now on the calendar, and then, when that becomes a law, make an appropriation for it? We will be here long enough, during the summer or fall or winter, to include this in one of the deficiency bills.

Mr. OGLESBY. One of the deficiency bills for this department?

Senator SMOOT. Yes; for any department.

The CHAIRMAN. The general deficiency bill comes here at the end of the session. But we will give this careful consideration.

Mr. OGLESBY. I want to say this, if the committee pleases: I know the inability to get these records is not only a great inconvenience but a great expense, and sometimes a serious loss to these people who want copies of these records, and it seems to me that since the power to use this money brings back to the Government a profit of perhaps three dollars for one, there could be no possible objection made to the appropriation. The judges of the courts have to my certain knowledge frequently criticized the department and attorneys, and sometimes they say, "Well, you ought to know you can not get these copies for six weeks or two months and you should have made your application, instead of a month ahead, three months ahead."

It is sometimes almost impossible to anticipate what you will have to have.

Senator SMOOT. I think if you pass this bill there is not any question but what we will pass it in the Senate. I think the bill is a proper one and should become a law. But it does seem to me that it ought to become a law before we provide an appropriation for it; and, in answer to a remark made to me by the commissioner, I will say that the general deficiency bill will take care not only of deficiency items, but we could make an appropriation on it to take care of this very work for the year ending June 30, 1917.

## STATEMENT OF HON. THOMAS EWING, COMMISSIONER OF PATENTS.

### LAW EXAMINERS.

Mr. EWING. Mr. Chairman, you will remember possibly that we got a bill through Congress fixing the number of employees in the Patent Office subject to what Congress might give. We have estimated under that, and Congress gave us exactly what that estimate called for. The bill was drawn up two years ago and is no longer, in my judgment, adequate to the needs. But it was necessary, or deemed necessary, not to change the bill in any particular. It passed the last Congress and failed by mere accident, not reaching the President for signature. Now, the House has given only exactly what that bill calls for. I wish to point out what the needs are and why we think them important.

I have asked, on page 96, for seven law examiners, at \$2,750 each. They have given me five, which is what the bill called for.

Senator SMOOT. You have four under the present law?

Mr. EWING. We have four under the present law. Those law examiners are used largely and mainly to carry out the specific work intended to unify the practice in all of the 43 examining divisions of the office. There is just one question which we can not take away from the primary examiners, and that question is the question of patentability, because to decide that intelligently requires a thorough knowledge of the art, and no supervising examiner could know the art as a primary examiner does. But all collateral questions, questions of the declaration of interference, questions of division, and a good many others, which I need not go into, perhaps, in detail, can be taken out from the hands of the primary examiners and put into the hands of one man for each line of questions, and therefore the 43 divisions answer the same way on that question. If we do not do that, we have 43 divisions answering 43 different ways on the question. The only way to organize that office so that it will give intelligent results is to increase that supervision, and that is why I want those men. I can get along with 5, of course, and I can get along with 6. I asked for 7. I did not ask for 7 because I wanted 5. I asked for 7 because I needed 7, and I therefore repeat my request. They are needed for just that purpose, and can be used to the number of 7 or 8 or 9, as far as we can feel our way. We want the highest utility in making the practice of the office more intelligent and more uniform on all lines that do not involve the question of patentability.

Senator SMOOT. You want the full seven, notwithstanding the fact that we gave you two extra examiners in chief?

Mr. EWING. I do. The two extra examiners in chief are fully occupied with the work of the examiners in chief.

#### EXAMINER OF INTERFERENCES.

The next item is for an examiner of interferences. I asked for two. They have given me one at \$2,700. That is more important, in my opinion, than the two extra law examiners, because I can not change the present situation at all without this additional man. We have two clerks of interferences—that is, contested cases arising in the office. One class relates to patents, the other class relates to trade-marks. There is as much work as six or seven men can do. Therefore one man hears the cases and has six men help him to decide them. That, to my mind, is an extremely bad situation, and I want to mitigate it just as much as I can. There is a clear line of demarcation between the patent work and the trade-mark work, and if I can have an additional examiner of interferences who will hear the trade-mark work and one who will hear the patent work, we will not get cross views or confusion, and instead of having one man with a corps of assistants doing the work, we will have two men who are directly responsible for the work.

Senator SMOOT. Do you mean to say that you have only had one examiner of interferences in the past?

Mr. EWING. That is all there is.

Senator SMOOT. And he passes on the questions of trade-marks and patents?

Mr. EWING. Yes. There is a line of demarcation that I want to draw, and therefore to have at least two responsible men.

Senator SMOOT. It would be all right if there is work for the two.

Mr. EWING. There is work for the two, because there is work for seven there now. We have six assistants assisting this examiner of interferences.

Senator SMOOT. Do you want still another assistant?

Mr. EWING. No; that is, we do not want him for that purpose. The truth of the matter is, I do not hesitate to say, if the office force were doubled, it would be distinctly to the advantage of the public.

Senator SMOOT. This is one of the departments of the Government that more than pays its way.

Senator OVERMAN. What is the revenue from the office this year?

Mr. EWING. The revenue from it this year will be close to \$2,300,000 and the surplus will be close to \$250,000.

#### TRADE-MARKS.

Then comes the question of trade-marks. I have asked for one additional first assistant examiner of trade-marks and four second assistant examiners of trade-marks. There are no such places; that is, there is one first assistant, but there are no second assistants.

Senator SMOOT. You asked for two first assistants.

Mr. EWING. I have one. I have asked for one more.

Senator SMOOT. You estimate for two.

Mr. EWING. Yes. The trade-mark division examines four things—trade-marks, designs, labels, and prints.



Senator SMOOT. You ask an appropriation of \$2,400 for a first assistant, and in the past you have had six assistants at \$1,500 each. Do you feel that four second assistants ought to draw salaries of \$2,400, as against the other assistants at \$1,500?

Mr. EWING. I think we ought to have higher grade, more intelligent men doing the trade-mark work. That is, we ought to have some men of higher grade and more intelligence.

Senator SMOOT. Could you not take four out of these present assistants you have and advance them to the \$2,400 grade?

Mr. EWING. No; they are not eligible. They are only \$1,500 men, not eligible to promotion. I want some men who have come from the examining corps. I would make it possible for a man to go up in the trade-mark division and be advanced just as other men in the corps, because the trade-mark work and the design work, while not as complex as the other work, is of just as great importance, and presents legal questions of just as great difficulty as anything we have. The average trade-mark is worth a great deal more than the average patent. Trade-marks are not presented until they are proved to be worth something. Patents are presented because the applicant thinks he has something to make money out of, most generally, but the trade-mark business controls the questions of getting rights abroad, the enlarging of our trade abroad, and the issues involved are sometimes of great value. My very strong conviction is that the work has been slighted, has not been given the importance that it really has at any time. I admit it is a radical change, but I mean it to be a radical change.

Just as illustrating the difficulties, the number of trade-marks filed during this past year, 1915, was 8,261. In 1910 it was 6,754. We have had just one man added to the force in that division, excepting men I have assigned at times. There were 2,541 designs this year. In 1910 there were 1,137.

Senator OVERMAN. I wish you would explain what is the difference between a trade-mark and a design?

Mr. EWING. A design is a patent on a new form of inkstand or something of that sort, just the appearance of it.

The CHAIRMAN. You want one more first assistant examiner, at \$2,400 a year, over what the House gave?

Mr. EWING. Yes.

The CHAIRMAN. And then you want two second assistants?

Mr. EWING. Yes.

The CHAIRMAN. And you want to hold on to the six \$1,500 assistants?

Mr. EWING. Yes, sir; I am trying to increase that force gradually; and I want to say that the work has more than doubled in the last five years, and there has been no increase in the force but one man. The House cut down the low-grade men in number and increased the high-grade men in number.

Senator SMOOT. You remember we passed a bill increasing the assistants in the Patent Office, and I called attention to it at the time and said it ought to be done in this bill.

Senator OVERMAN. I objected to it for that reason, but finally I withdrew my objection.

Senator SMOOT. The commissioner was so affable and so agreeable in his pleading for the bill, that I thought I would let it go through.



## PHOTOLITHOGRAPHING.

Mr. EWING. Those are the only items of increase of force that I am asking. The other matter that I wish to speak of is the question of our appropriation for photolithographing, because we had \$140,000 appropriated each year, but last year used only \$125,000, and the House cut us down \$15,000. That is on page 97, lines 13 to 16. We are facing a very dangerous increase in paper. The prices have advanced, and are advancing, and Congress is not in session until the first of December. We can use only 50 per cent of our appropriation, and I do not want that \$140,000 cut down, not because I think we will necessarily use it all, but because we may have need for it.

The CHAIRMAN. You had \$140,000 last year?

Mr. EWING. Yes, and they have cut it down to \$125,000 because we turned back \$15,000.

The CHAIRMAN. Can you not do as well another year as you did last past year?

Mr. EWING. I do not know. I do not think so, on account of the paper situation.

The CHAIRMAN. Last year there was a surplus of \$15,000. In other words, it cost but \$125,000 last year, and I suppose the House gave you \$125,000 on that basis.

Mr. EWING. On that basis. I am afraid that we will require more on account of the paper situation, and you know I could come to Congress and get the additional amount on an emergency appropriation.

The CHAIRMAN. Had you better not wait until there is a deficiency?

Mr. EWING. No; for this reason, that it is very likely that I will exhaust more than half of it before the first of December, and then we would have no chance. If we were to stop issuing patents for a month of November it would be an extremely serious thing. If we exhaust half of the appropriation I can not draw on the other half, under the specific provision of the law, and therefore I do not want to have that appropriation cut down. The money will not be used if it is not there.

The CHAIRMAN. The trouble is you are asking for an excess over what was used last year on a fear of what may happen.

Mr. EWING. Nobody can deny that we are not going to be asked to make the contracts again that we made last year in view of the paper situation.

The CHAIRMAN. I think we understand that.

## WASHINGTON GAS LIGHT CO.

**STATEMENTS OF HOWARD S. REESIDE, ESQ., PRESIDENT OF THE WASHINGTON GAS LIGHT CO.; J. J. DARLINGTON, ESQ. AND BENJAMIN F. MINOR, ESQ., ATTORNEYS FOR THE WASHINGTON GAS LIGHT CO.**

Mr. DARLINGTON. Mr. Chairman, we have a very brief matter to submit. First, a provision in the District appropriation bill came from the House, limiting the cost of gas in public buildings to 70 cents instead of 85 cents. The trouble with that is paragraph 1 of the Public Utilities Commission regulations, which imposes a

n any corporation, or any of its agents, which directly or indirectly charges any greater sum to one consumer than to another. We apprehend that if we have to furnish gas at this price to the public buildings we shall have trouble with other consumers.

Senator OVERMAN. What are you charging now?

Mr. DARLINGTON. Eighty-five cents. It is alike to all citizens and the public.

Mr. REESIDE. The legal rate is \$1, but we voluntarily reduced it to 85 cents.

Senator OVERMAN. To all people alike?

Mr. REESIDE. Yes, sir.

Mr. DARLINGTON. This bill makes a discrimination in favor of the Government of 15 cents, and we would expect to have trouble. We want to invite your attention to the fact that under sections 38 and 41 of the public utilities act the Public Utilities Commission was vested with the power to appraise all our plants and themselves reduce the price when they see it should be done.

Senator OVERMAN. Did not the bill last year contain some such provision as this?

Mr. DARLINGTON. Last year it was for the District of Columbia buildings only; the present bill is for all public buildings. The act last year made it 70 cents for the District of Columbia buildings; the present appropriation makes it apply to all public buildings. The Public Utilities Commission are just concluding an exhaustive valuation of our plant, and we think that they could handle this matter and that the rate should be left to that commission. So there is no occasion to have Congress legislating about it.

Mr. REESIDE. There was an amendment to the District of Columbia appropriation bill for 1914 in the Senate which authorized the consolidation of the Washington company with the Georgetown company, and that amendment was thrown out on a point of order by Senator La Follette. At the same time, Senator Norris introduced an amendment reducing the price of gas to 70 cents, but that applied only to the District of Columbia act—that is, the schoolhouses, fire houses, and so on, and it was a very small amount, by the way. Then the chief clerk of the Treasury Department, in a hearing before the House committee on this present bill, the legislative bill, asked that this 70-cent rate be included for all Government buildings, and the gas company was not notified about it—we had not any hearing—but we simply saw it was reported in the House bill and passed the House. So we think now that as the Public Utilities Commission has the rate question coming on in a few months, Congress should not legislate on this matter. It invalidates the spirit of the public utilities act, and we ask that this be not reported in the Senate bill.

Senator SMOOT. What reasons have you to offer why 70 cents per 1,000 cubic feet is not a fair rate to charge?

Mr. DARLINGTON. To everybody, you mean?

Senator SMOOT. Yes.

Mr. DARLINGTON. The House has not fixed the 70-cent rate for the whole community. It is an arbitrary and unconsidered thing. If Congress wants to take from the Public Utilities Commission the authority to fix rates, it ought to have an investigation.

Senator SMOOT. That is not an answer to my question. On the floor of the Senate some Senator may say that 70 cents is more than

a fair rate; that it can be made 42; that the difference between 42 and 70 is ample profit for anybody. I ask you what reasons have you to offer why a 70-cent rate is not a fair rate?

Mr. DARLINGTON. That is a matter that the gas company will have to answer. I am only the attorney.

Mr. MINOR. I will answer that, if you will permit me.

Senator SMOOT. I do not care who answers it. I want it in the record.

Mr. MINOR. The Supreme Court of the United States has held, in the Consolidated Gas Co. cases, which came up from New York, that public utilities have the right to charge a rate which will, after paying fixed charges, net them 6 per cent. The public utilities act was passed with a view to appraising these public utilities. The Washington Gas Light Co., upon an appraisement which they had made some years ago, and which was filed and accepted in the Interstate Commerce Commission, had its property appraised at a figure which showed that for two of the last three years they have made a deficit, and this last year they have made a little profit. That is just exactly what has been referred to the Public Utilities Commission, the appraisement of the physical assets of the Washington Gas Light Co., with a view of determining what is a fair rate.

Of course, a good deal of the cost of manufacturing gas depends upon the ingredients, the material that goes into the manufacture of gas. For instance, there is the question of oil. Oil, and the other things that go into the manufacture of gas, have increased materially in some years. This year we made a better contract than we had last year, but we do not know when those things are going up. I am giving you only the experience of the last three or four years. During that time the gas company has only broken about even. Two years they broke behind. This year they are making a little profit over and above fixed charges, interest on bonds and dividends. Congress has already created a commission for the very purpose of determining what is the value of these public utilities, and upon that valuation to fix rates. That is one of the duties imposed upon them under this bill, and we think that the matter of the House arbitrarily fixing a rate for Government buildings, and charging a different rate to consumers, is contrary to the spirit of the act, and makes the matter of the price of gas not uniform, as the law always has required it to be.

The CHAIRMAN. You are protesting against this 70-cent rate because the Public Utilities Commission are at work on it for the purpose of fixing a rate?

Mr. MINOR. Yes, Senator.

The CHAIRMAN. You are contending that you can not make it and sell it at 70 cents?

Mr. MINOR. Yes. I do say that from the sale of gas for the past three or four years the receipts have been behind up to this last year. We have made a little profit this year.

The CHAIRMAN. Over and above 6 per cent?

Mr. MINOR. Over and above 6 per cent.

The CHAIRMAN. And you are charging 85 cents for gas?

Mr. MINOR. Yes. But we do not make enough profit this year to offset the deficit heretofore made.

Senator OVERMAN. Have they completed their valuation?

Mr. REESIDE. Virtually: yes.

## POST OFFICE DEPARTMENT.

**STATEMENT OF MR. WILLIAM I. DENNING, CHIEF CLERK  
POST OFFICE DEPARTMENT.**

Mr. DENNING. Mr. Chairman, I think I can present very briefly what I am particularly interested in, and that is to call your attention to the letter we sent up this morning making a further reduction in the clerical estimates, amounting to about \$8,130, and to call attention to an increase in the items submitted for contingent expenses, furniture and filing cabinets. The decreases in the clerical estimates were brought about through vacancies now existing, and that are not necessary to fill. This allows us a reasonable margin of vacancies now existing, which we think will be more than ample to take care of the increases in the service during the coming fiscal year.

## CONTINGENT EXPENSES.

As to the increase in the appropriation for contingent expenses, furniture and filing cabinets, we have been handicapped for years by lack of adequate filing equipment. We have an estimate from one division down there for \$15,000 for filing furniture alone to eliminate duplication of files. For instance, in the rural delivery division at the present time they have to file in eight different places the same character of files that should be filed in two files, and it is for the purchase of furniture to eliminate that duplication that we are asking this.

Senator SMOOT. What do you want?

Mr. DENNING. We want \$12,000. We have at the present time an unexpended balance of \$1,923, and we hope to purchase some more furniture out of that.

Senator SMOOT. You did not submit an estimate, did you?

Mr. DENNING. We submitted it to the House, for \$7,000, but we amended the estimate in this letter.

Senator SMOOT. But the estimate you submitted to the House was \$7,000, and they gave it to you?

Mr. DENNING. Yes; they allowed us that \$7,000 in the House.

Senator SMOOT. That was all you asked at that time?

Mr. DENNING. That was all we asked.

Senator SMOOT. The \$5,000 extra is wanted for what?

Mr. DENNING. Principally to equip the division of rural mails with modern filing furniture. They have the most antiquated files. That is all I wish to call the attention of the committee to.

Senator OVERMAN. You just want \$5,000 additional?

Mr. DENNING. Yes.

## LIBRARY OF CONGRESS.

## STATEMENT OF HON. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

The CHAIRMAN. We will be glad to hear any suggestions you have to make, Mr. Putnam.

## READING ROOMS.

Mr. PUTNAM. Mr. Chairman, there were several items asked for the coming year over our appropriation for the present year, that were not granted by the House, but I would wish to make a point only of six salaries. The first is in line 19, page 22, reading rooms. I have asked for two additional attendants at \$600 each, very small salaries. They are for work in the book stacks, issuing books in answer to call, keeping the books arranged on the shelves, and so on. Since we have had any increase in the reading-room force, the collections have grown by several hundred thousand volumes. They now aggregate nearly two and a half million volumes, spread over 36 floors, and the library day is a double one, from 9 in the morning until 10 at night. At any one time the force is depleted by illness or absence without some additional aid it is difficult to serve promptly and effectively. Instead of the present two attendants at \$600 each I ask for four at \$600 each.

Senator SMOOT. That was estimated for?

Mr. PUTNAM. That was estimated for.

Senator OVERMAN. You have a night and a day service?

Mr. PUTNAM. Yes; we have a double shift, one shift from 9 in the morning until 4.30, and another coming on at 3.30, overlapping in part, and staying until 10. The bill increases certain salaries, all submitted for, with the exception of two in one group. I asked increases of about \$60 a year in 197 different positions. I did this on broad, general considerations, some of which were submitted two years ago. They were recognized in part then. They were recognized again this year in the case of 110 positions, where the bill advanced the salaries by \$60 a year each. These are the salaries from \$720 to \$900. I have asked also for some others.

Senator SMOOT. From \$780 to \$840?

Mr. PUTNAM. That is one group—an increase of \$60 a year apiece. I should very much like the other increases recommended, but it is manifestly impracticable to press those, and I ought not to take your time.

Senator SMOOT. That is one of the requests. Have you any others?

## SEMITIC AND ORIENTAL LITERATURE.

Mr. PUTNAM. The next request is on page 24, line 8, semitic and oriental literature. When I asked for an organization for that department I included two \$900 clerks. They were left out at the time. I am asking for them now. We have, besides the semitic collection, due entirely to gift of Mr. Schiff, between forty and fifty thousand volumes of Japanese and Chinese books. We have an important collection of Indica. We have the largest collection outside of Russia of Russian books, and we are not able to undertake even

the most elementary treatment of these collections without some additions to our service.

Senator SMOOT. Are those books used in this country?

Mr. PUTNAM. They are used by a few people who put them to serious use, rather than by a large number of people who would put them to superficial use. It is one of the scholarly portions of the library, of course, both the semitic and the oriental. The Chinese books are used more by the Department of Agriculture than by anybody else, in practical connection with their own work.

#### CARD INDEXES.

The last request is to be found on page 25, under distribution of card indexes. That, as you know, Mr. Chairman, is a self-supporting service. It handles the orders for our catalogue cards and the distribution of those to institutions which receive certain sets as depositories. The receipts more than exceed all the cost of maintenance. The business grows each year, so each year we have to ask an increase in the appropriation.

Senator OVERMAN. What line is that?

Mr. PUTNAM. Lines 3 and 4, page 25. I asked for next year \$3,500 more than for the present year. I asked it in the form of \$1,400, added to the lump sum service, and of one position at \$1,100 and one at \$1,000. The \$1,400 was granted. I want \$2,100 more for that service, and I want it in the form of those two salaries. Last year also I had to ask to have my estimate met in the Senate. It was not quite met in the House, but the Senate did meet it. We ought to be a little ahead of the business in this service, because it is indispensable to its efficiency that it shall be very promptly handled; and, as I say, the receipts much more than cover all the cost, so that I feel justified in urging the provision, where I might not in any other case. The other items not granted in the House bill I think we ought not to urge, especially in view of the importance of some items the superintendent will urge. One item the superintendent will submit in connection with his force is the matter of watchmen and laborers. His force affects very nearly the administration of the library collections, but those two items affect it particularly. There is nothing that stands between individual books worth thousands of dollars and a thief except a bit of glass and a watchman; and the watch force is very much undermanned. I have a strong duty to impress that on the committee.

#### STATEMENT OF MR. F. L. AVERILL, SUPERINTENDENT OF BUILDING AND GROUNDS, LIBRARY OF CONGRESS.

##### PROPERTY CLERK.

Mr. AVERILL. The property clerk I asked for, at \$900, is an additional position, and I was able to show the House that it was a very important thing. I could several times save the cost by having somebody who is in touch with all the property of the building.

The CHAIRMAN. They gave you that?

Mr. AVERILL. Yes.



## WATCHMEN.

As to the watch force, I asked for two additional watchmen.

The CHAIRMAN. They gave you 16 at \$900, and you want 18?

Mr. AVERILL. Yes. As a matter of fact, we ought to have more than that. I felt inclined to ask for four, but I found that Mr. Green for a number of years while he was living had asked for only two additional.

The CHAIRMAN. You ask for two additional at \$900?

Mr. AVERILL. Yes.

The CHAIRMAN. You ask for another carpenter?

Mr. AVERILL. I ask for another carpenter.

Senator SMOOT. Can you get along with one?

Mr. AVERILL. We can not, and we are actually employing two. One man can not possibly handle the work, and in the last several years we have been paying out more for carpenters at the union rates than if we had employed them on the roll. So I thought it was good business to have another carpenter on annual salary.

## LABORERS.

I would like to make this suggestion: These laborers are getting only \$45 a month. Other laborers in the Government service are getting considerably more than that, \$55—if I remember.

The CHAIRMAN. There is no estimate for an increase. You are asking it, but it has not been presented in the Book of Estimates.

Mr. AVERILL. No, it was not. I have been there only since April, and did not know that the general law provided for a standard rate of wages for laborers—\$55, if I remember.

The CHAIRMAN. It is hard to expect to get something that was not asked for at the proper time.

Mr. AVERILL. I would rather have a little more money for these laborers than to have the two extra laborers.

The CHAIRMAN. We will consider that. What is the next?

Mr. AVERILL. There are 3.4 people, on an average, supported on a salary of \$45 a month at present for those laborers, and all of them have to pay house rent besides. I do not see how they do it. I ask for a small increase for a charwoman, a mistress of charwomen, and an assistant mistress of charwomen, an increase of \$55 for the mistress and \$60 for the assistant mistress. That was a small increase which I think is well deserved. I have increased their time a little bit there at the building, and I thought it was only fair to pay them more. Neither of those women does anything else. When they get through there they are tired enough to stop for the day.

The CHAIRMAN. What is the next?

## SUNDAY OPENING.

Mr. AVERILL. I ask a thousand dollars increase for Sunday opening. That was to put it on the basis of time and a half. A good many of the men who are there are mechanics.

The CHAIRMAN. They gave you \$2,800?

Mr. AVERILL. And I asked for \$3,800. The \$2,800 is slightly over the regular time, 1.1, or something like that, or 1.12. I asked

for the thousand dollars additional to make it on the basis of time and a half. I did that because so many of them are mechanics.

Senator SMOOT. Have you had any trouble in the last year in meeting expenses?

Mr. AVERILL. We simply divided up. Each person gets his share in proportion to his salary. I would like to put them on the basis of time and a half instead of ordinary time.

#### FUEL, LIGHT, ETC.

In the fuel and lights, page 27, line 20, I asked for \$4,000 for resurfacing the west driveway. That is the main driveway in front of the building. I expect you have all seen now badly broken up it is. The surface is gone. It is full of cracks.

Senator SMOOT. You put that in last year, but it was knocked out.

Mr. AVERILL. Yes; it has been in before. It is in very bad condition.

The CHAIRMAN. They gave you \$4,000 for waterproofing. What is the difference?

Mr. AVERILL. That is a different driveway. That is for waterproofing; not for repaving. That is for waterproofing on the east side of the building. The engines, generators, and other machinery are entirely outside of the building at the east side, running nearly out to Second Street, and that has leaked, and it is leaking badly something like your terrace did at the Capitol.

The CHAIRMAN. They gave you that, but did not give you anything for resurfacing?

Mr. AVERILL. No; resurfacing the main driveway in front of the building. That should be resurfaced. They gave me \$2,000 for temporary repairs on the roof. I did not ask for anything more. If you gentlemen care to look at a sample of the roof that is on the Library, you can see by holding it up to the light that it is full of holes. There are 100,000 square feet of copper full of holes.

The CHAIRMAN. You are not asking anything for that?

Mr. AVERILL. No; copper is too expensive right now. I asked for \$2,000 to tide over, and they gave it to me.

#### LIGHTING.

I asked for \$3,500 for improving the lighting in the building. The lighting in some parts of the building is defective.

The CHAIRMAN. That was not estimated for at all?

Mr. AVERILL. Yes; I estimated \$3,500. To show you what can be done, I would like to show a picture, from an article in the Illuminating Engineer for 1910, criticizing the lighting of the Library. It is a very severe criticism. That was a picture they took of the periodical reading room at that time. Here is the picture as it is now. We were able to do that without much expense during the last year. You notice the difference in the uniformity of the lighting.

The CHAIRMAN. What is the next? We understand that.

Mr. AVERILL. After the waterproofing on east side and the old boilers and machinery are taken out and sold at auction there will be large spaces which could be remodeled and fixed up to be very useful for the Library.

The CHAIRMAN. That is, the boiler room and coal room?

Mr. AVERILL. Yes. We have already had two small auctions, and we are turning into the Treasury nearly \$4,000. There will be perhaps \$1,500 more turned in just as soon as we can advertise for the old stuff that is to be removed, so that it seemed that we ought to be able to spend that much.

The CHAIRMAN. I think we understand that. What is next?

Mr. AVERILL. There was an item that I asked for of \$7,000 for refitting certain cellar spaces. You did not say anything about that, Mr. Putnam, and as far as I am concerned, I do not care anything about that item.

Mr. PUTNAM. That was for storage, in connection with the blind room, additional cellar room. I can not say that that is one of the urgent things for the coming year, not as against these other matters that the superintendent spoke about.

The CHAIRMAN. What next?

Mr. AVERILL. I believe that is all. I certainly hope you can do something for these laborers. It is a pretty bad condition—only \$45, when the regular rate is \$55.

Senator ROBINSON. When was this rate of \$45 fixed? Is it fixed by law?

Mr. AVERILL. It is fixed by this special act. All you would have to do would be to cut out where you say "Fourteen laborers at \$540." Leave out "at \$540." That would amend the bill. It would put them on a basis with the laborers in all other departments.

Senator SMOOT. Not all the other departments. We have a number of departments where the pay is statutory.

Mr. AVERILL. If you would put it even at \$50, and not give me the two extra laborers, it would be within the amount estimated.

#### DEADWOOD ASSAY OFFICE.

#### STATEMENT OF HON. HARRY L. GANDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF SOUTH DAKOTA.

Mr. GANDY. Mr. Chairman, the item I want to call to your attention is the item of just a thousand dollars, and in the consideration of bills aggregating many millions it seems so trivial that I ought to ask your forbearance for just a moment.

Senator ROBINSON. Is it estimated for?

Mr. GANDY. It is estimated for.

Senator ROBINSON. On what page?

Mr. GANDY. Page 65, and in the House hearings on page 1101. The Deadwood assay office has been seriously handicapped, and had to refuse business that is there at hand because of the small appropriation for contingent expenses, only \$500, to buy chemicals, gas, crucibles, and everything that enters into the expense of that office. There are so many things—chemicals, acids, and crucibles—that the price has materially advanced on, that the department finds itself unable to continue the office on the basis of \$500, and I just want to call your attention to this one thing, and then I am through, that the office stands seventh among the 11 offices in the country, and that of the 7 exclusive of the 4 large offices—that is, excluding Philadelphia, San Francisco, Denver, and New York, which we term the 4 large

ones—on the number of individual ore assays; that is, where the prospector brings in his little piece of ore to have it assayed, the Deadwood office, according to the report of the Director of the Mint, had more than twice the number of individual assays that all the other seven assay offices had, showing that the prospecting work is going on in that country, and we hope for further development. South Dakota produced last year \$8,200,000 worth of gold, and approximately seven million and a half of that gold was compelled to be shipped to other assay offices because of the inability of the Government to handle it right there at home, where the gold is produced, because of only \$500 for contingent expenses.

The CHAIRMAN. I think we understand that, and we will consider it carefully.

## STATE DEPARTMENT.

### STATEMENTS OF HON. ROBERT LANSING, SECRETARY OF STATE, AND MR. WILBUR J. CARR, DIRECTOR CONSULAR SERVICE, STATE DEPARTMENT.

MARCH 25, 1916.

DEAR SENATOR MARTIN: I have had in mind for some time suggesting the advisability of changing the name of the Counselor for the Department of State to the Under Secretary of State, and I thought it would be well to lay the matter before you for consideration.

Some years ago there were discussions in Congress as to whether the proposed office of Counselor for the Department of State might not more properly be entitled "Under Secretary of State." Objections were raised to this designation and eventually an appropriation of \$7,500 was provided for an officer with the title of counselor. This salary exceeded that of the Assistant Secretary by \$2,500 and the salaries of the Second and Third Assistant Secretaries by \$3,000.

The functions of the Counselor for the Department of State have come to be very closely identified with those of the Secretary himself. He is the Secretary's principal advisor on all matters of policy as well as of law. He is intrusted with the general supervision of the departmental matters, and in the absence of the Secretary becomes automatically, by Executive order, Acting Secretary of State.

It is important that the title of this officer should be such as to indicate not only to foreign representatives in Washington, but to their respective Governments, that the officer is the recognized mouthpiece of the Department of State and has the authority, under direction of the Secretary, to deal in matters of international negotiations. The title of Counselor for the Department of State is unknown in other countries and, I believe, the presumption would be that he is merely a legal adviser, while he is in fact an administrative officer and a political adviser as well. It would be advantageous, therefore, to give to this office a title which is generally recognized throughout the world and which is used by corresponding high officials of other Governments.

The following countries have an official with the title and dignity of under secretary of state, whose duties are precisely those of the counselor of this department: Argentina, Brazil, Chile, Cuba, Ecuador, Germany, Great Britain, Guatemala, Honduras, Italy, Panama, Persia, Siam, Salvador, and others. Of course, most countries have ministers of foreign affairs, not secretaries of departments, hence the list is limited.

In these circumstances I have to request that you will be so kind as to take the subject under consideration, and, if the suggestion meets with your approval, to take the steps necessary to cause the title of Counselor for the Department of State to be changed to that of Under Secretary of State.

Sincerely, yours,

ROBERT LANSING.

Hon. THOMAS S. MARTIN,  
Chairman Committee on Appropriations, United States Senate.

## DRAFTING OFFICERS.

Secretary LANSING. The present situation in our foreign affairs is such that the volume of business in the department has enormously increased. I think I am safe in saying that our mail has increased approximately 100 per cent since the European war began, and this increase is going to continue for a considerable time after the war on account of the very great number of questions that will come before us, particularly in connection with claims. In addition to this, a number of new treaties will undoubtedly have to be negotiated, because we can not tell what the alignment of trade interests will be after this war. We ask for three additional drafting officers for the department; for one of the highest rank and two subordinate officers.

We found some time ago that it was necessary, on account of the great burden of work in connection with Mexico, to establish a Mexican division separate from the Latin-American division. The Latin-American division, in the first place, did not have a sufficient force to handle the work, and, besides that, the Mexican questions were entirely distinct from the general Latin-American questions: the result was that the chief of the Latin-American division gave all his time to the Mexican questions, as he had to do, while the Latin-American questions outside of Mexico were handled by minor officers who were not entirely competent, and as a consequence there was serious delay in dealing with those questions. To cure this situation we took the drafting officer, who was chief of the Latin-American division, made him chief of the Mexican division, and called in some of our diplomatic secretaries to take charge of Latin American affairs. To weaken our diplomatic force at the present time is a serious thing. We need all our men in the field, and so to relieve our diplomatic officers from service in the department we have asked for an additional drafting officer as chief of a division, and for two assistants, so that we would have a full complement.

Senator SMOOT. Do you want to designate him as chief drafting officer?

Secretary LANSING. He is not called that.

Senator SMOOT. You speak of him being chief. If you want it that way, we will change this language.

Secretary LANSING. No.

Senator SMOOT. You simply want five instead of four?

Secretary LANSING. Yes.

Senator SMOOT. And you will designate him?

Secretary LANSING. We will designate him.

Senator SMOOT. You want an extra one at \$2,500?

Secretary LANSING. Yes; so that we will complete that division. It is quite necessary at the present time, because we are going to have an enormous number of questions in connection with Mexico.

Senator SMOOT. Do you want that extra drafting officer appointed as chief of a division for eastern and Latin America?

Secretary LANSING. That appears here, does it not?

Senator SMOOT. It stands four, at \$3,000. But what I want to know is, if we give you the extra one, at \$2,500, whether you will want him in the same position as before, that he can be appointed to be chief of any of the divisions?

Secretary LANSING. Just leave it as it is, because I think we can, *at some time in the future*, consolidate the two divisions.



## LEGAL FORCE.

In regard to the legal branch of our work, we ask for two additional assistant solicitors in the department.

Senator SMOOT. You estimate for two law clerks, at \$2,250, and one at \$2,000. That is on page 32, line 16.

Secretary LANSING. Yes; two additional, and the bill gives us one at \$2,500.

Senator OVERMAN. You asked for three, two at \$2,250 and one at \$2,000?

Secretary LANSING. Yes.

Senator SMOOT. That was your estimate. You asked for three law clerks.

Secretary LANSING. No; three assistant solicitors.

Senator SMOOT. The estimate calls for law clerks.

Secretary LANSING. That is additional. The assistant solicitors are, three at \$3,000 each.

Senator ROBINSON. You asked \$3,500 for them, and the House awarded you \$3,000?

Secretary LANSING. We asked for one at \$3,500. The purpose was to carry out the idea of promotion, if possible.

Senator OVERMAN. One at \$3,500 and two at \$3,000.

Senator ROBINSON. And the House allowed them all at \$3,000.

Senator SMOOT. Instead of three at \$3,000 they wanted one at \$3,500 and two at \$3,000, and then they wanted a new place at \$2,500.

Secretary LANSING. We asked for two additional. That would make five. The House allowed us one at \$2,500..

Senator SMOOT. They did not allow you anything. The present law allows you a law clerk at \$2,500, and you estimated for two law clerks at \$2,250 and one at \$2,000, and the House failed to allow them.

Secretary LANSING. An assistant solicitor at \$2,500, additional.

Senator SMOOT. You are speaking of one thing and I am speaking of another. I thought we had passed the solicitors and had gotten down to the law clerks.

Secretary LANSING. No. I am speaking still of the solicitors.

Senator OVERMAN. They did not allow you any?

Secretary LANSING. They allowed one, on page 33, line 8. That is where they made the additional allowance.

Senator SMOOT. That is the additional force. It would be the same thing, only this is under the heading of "Additional force."

Senator ROBINSON. They allowed you one officer for the drafting work at \$2,500, an assistant solicitor at \$2,500, and two law clerks at \$2,000 each.

Secretary LANSING. That is exactly it.

Senator ROBINSON. And two clerks of class 4, four of class 3, five of class 2, and ten of class 1.

Senator SMOOT. What I wanted to call the Secretary's attention to was that all these for the additional force were estimated for, and the House allowed all that was estimated for; but, in addition to that, they estimated for one solicitor at \$2,500, and asked that one of the three now there be paid \$3,500 instead of \$3,000. That is what your estimates call for. The House gave you all you estimated for, for the additional force, refused to give you the extra solicitor at \$2,500, and refused to increase one of the three from \$3,000 to \$3,500.



Secretary LANSING. I do not understand it that way.

Senator ROBINSON. I do not, either.

Senator OVERMAN. Here is one estimated for at \$3,500.

Senator SMOOT. They were estimated for, anyhow.

Senator OVERMAN. They did not give them there. They left them standing at \$3,000.

Senator SMOOT. They did not give them here, but under the heading of "additional force" they gave them all they asked for. It says here "Five assistant solicitors of the Department of State, to be appointed by the Secretary of State, one at \$3,500."

Secretary LANSING. Yes.

Senator SMOOT. They did not give you that?

Secretary LANSING. No.

Senator SMOOT. Two at \$3,000. But they gave you those three at \$3,000 under the present law.

Senator OVERMAN. And in addition, gave them another.

Senator SMOOT. That is just the same as the present law.

Secretary LANSING. Yes.

Senator SMOOT. Two, at \$2,500 each?

Secretary LANSING. They gave us one additional.

Senator SMOOT. They gave you one in addition. That is right; but they did not give you the one that was asked for here.

Secretary LANSING. It all amounts to the same thing.

Senator SMOOT. But I am saying they did not give you the one that you asked for, at \$2,500?

Secretary LANSING. I assume this, that in the bill as presented they lumped together all the increases in the force under the item "for the following additional force."

Senator SMOOT. I see exactly what you want.

Secretary LANSING. We asked for two additional solicitors over the three we already have, and they gave us one, at \$2,500. Of course the legal work of the department, as you know, has very greatly increased. I dislike to ask the men to attempt to keep up with the routine work of the office because of the enormous burden which is imposed on them, many of them being compelled to work nights, and they have worked nights ever since the war began with no additional pay. Furthermore, their work has been increasing, because the evidence in the claims which is pouring in must be digested and filed and prepared for presentation at some future time.

Senator ROBINSON. And it will continue to increase for some time.

Secretary LANSING. For a long time. The work will undoubtedly continue for a generation, and I believe it will be more burdensome after the war than it is at present, so far as the legal branch of the department is concerned. If we should attempt to organize a private law firm with so small a force, a firm which was to handle thousands of claims, involving millions and millions of dollars, we would think that it was very poor economy to employ so few men, and pay them such small salaries. Of course, there are some men who enter the office for the experience, but most of them have to be educated to the work due largely to the small salaries we pay. We will certainly need the two additional assistant solicitors. I should say, in this connection, that ever since I have been Secretary of State I have been attached to me the senior assistant solicitor, because of the impossibility for me to give time to look up personally the questions which

come before me. I need to be in immediate touch with the individual, and so I have had that man attached to my office.

The present counselor of the department needs an assistant solicitor, and he has not even a law clerk. He has just a clerk and a stenographer. Those are all he has in his office, and he needs very much an experienced assistant solicitor. In addition to that, there should be one of the assistant solicitors in immediate touch with our bureau of citizenship, where there are constantly new legal questions arising as to passports. So I think we are very modest when we ask for only two additional assistant solicitors. But I would withdraw the request for the increase of salary to \$3,500 and I would make them all \$3,000.

What I have said in connection with the assistant solicitors applies to the five law clerks asked. There is a good deal of work that can be done by law clerks, in collecting data, in arranging evidence, and aiding the solicitors in various fields of work, and we need the five additional men. We have only one law clerk in the department.

Senator OVERMAN. Only one in the whole department?

Secretary LANSING. Only one law clerk in the whole department. We have only one man who was appointed because of legal training and we need those five men. It will give us then only six law clerks.

Senator SMOOT. The present law gives you a law clerk, and also a law clerk and assistant. Of course, they edit the statutes.

Secretary LANSING. That is a different officer.

Senator SMOOT. Their duties are outlined in the bill, but your estimates call for two additional law clerks, at \$2,250, and one at \$2,000?

Secretary LANSING. Yes.

Senator ROBINSON. That is what you want, is it?

Secretary LANSING. Five additional altogether we asked for.

Senator SMOOT. In other words, you wanted whatever the estimate called for?

Secretary LANSING. Yes, sir. We need them.

The CHAIRMAN. You are not enlarging at all upon what is contained in the regular Book of Estimates?

Secretary LANSING. Not at all. I asked there what I considered the minimum.

The CHAIRMAN. I have not been able to understand exactly your comparing what is here and what you are asking. I might not have it straight in my mind, but if it is all in the Book of Estimates, that will clear it all up.

Senator SMOOT. Instead of five, the estimates call for six; and the House gives you one at \$2,500, and then in the additional force they give you two law clerks at \$2,000.

Secretary LANSING. Exactly.

Senator SMOOT. Over and above what the bill already provides, you want two law clerks at \$2,250 and one at \$2,000?

Secretary LANSING. Yes.

Senator ROBINSON. This statement is correct, then.

Senator SMOOT. Absolutely.

## CLERKS.

Secretary LANSING. We also asked in our estimate for 80 additional clerks. Considering the burden of work and the necessities of the various bureaus, divisions, and offices of the department, that increase is not excessive.

Senator ROBINSON. How many clerks have you now?

Secretary LANSING. We have 140, and we ask for 80 more.

Senator ROBINSON. Making 220?

Secretary LANSING. Yes.

Senator OVERMAN. You will have to have a new building, will you not?

Secretary LANSING. We need it very badly. Now, we have over-run into two other buildings, neither of which is satisfactory for our work, and we are paying \$11,200 rent for those buildings. We ought to have the outside bureaus all housed in one building, so that the solicitor's office, the Bureau of Citizenship, and the trade adviser's office would all be where they could be in touch with one another. They all come more or less in direct connection with the legal branch of the department, and therefore we ought to have them in one building. For that reason we asked for an increase of rentals not to exceed \$20,000, as we have, as I understand it, a building in view, or one that will be constructed, that would give us all the space we need to accommodate these bureaus that have to go out of the department. We are so crowded now that it is very difficult to do work in the department. We have no extra rooms, which we frequently need. The House allowed 35 additional clerks. As I have said, the work has increased 100 per cent, and it puts a tremendous burden on a great many of these clerks who are forced to stay overhours.

The CHAIRMAN. The increased number of clerks you want now is how many?

Secretary LANSING. Eighty.

Senator SMOOT. Do you want them divided as they were estimated for?

Secretary LANSING. Yes; sir.

The CHAIRMAN. Can you not do with less than 80? That is a very startling figure.

Secretary LANSING. No. It sounds very large, but is not, compared with the increase of work.

The CHAIRMAN. It would be very difficult to get the Senate to pass a bill giving as large an increase as that.

Secretary LANSING. Of course, we have at the present time, under the special fund that has been allowed us, 92 additional clerks.

Senator SMOOT. Do you want to keep those 92, and get 80 besides?

Secretary LANSING. No. We would abandon the 92. But, of course, we are bound to get in quite a considerable number of inefficient people when we have them in temporarily, because you can not find many efficient men who are idle.

The CHAIRMAN. If you get these 80, you will dispense with 92 paid out of a lump-sum appropriation?

Secretary LANSING. Yes; and if I thought that at the close of the war this work was going to drop off, I would not urge this at all. But the work is not going to drop off. It will continue just about as

it is now for a very considerable time—as I say, I believe for many years.

Senator SMOOT. From what fund do you pay these 92 clerks?

Secretary LANSING. From what is known as the "war fund" and the "temporary clerk" fund of \$30,000.

The CHAIRMAN. That was under a resolution passed for the relief of our people in foreign countries?

Secretary LANSING. Yes; and the ruling of the comptroller has been that the war fund can be employed for clerks in addition to the "temporary clerk" fund.

The CHAIRMAN. No appropriation of that sort is in the present legislation, and when that fund is exhausted, you would be without the means to pay these people any longer?

Secretary LANSING. We would be entirely without it, and it is a very unsatisfactory way to conduct the business.

The CHAIRMAN. Has that fund been exhausted?

Secretary LANSING. I think not. I do not know how much is left of it.

Senator SMOOT. If we figure up the number of clerks that you estimated for, and we give you all that were estimated for, then you would be perfectly satisfied, would you?

Secretary LANSING. Entirely so. I do not think we would have to have a single additional clerk.

Senator SMOOT. I do not believe there will be 80 additional clerks required, then, Mr. Secretary.

Senator OVERMAN. I would like to know how much of the money that was sent to bring Americans home from abroad was paid back to the Government?

Secretary LANSING. I do not know.

Senator OVERMAN. Who would know that?

Secretary LANSING. I suppose it would be known by the Treasury. It goes to the Treasury.

Senator OVERMAN. But your department was required to furnish an estimate.

Secretary LANSING. Mr. Carr says that over 50 per cent has already been collected.

The CHAIRMAN. These additional clerks estimated for in the Book of Estimates are all you want?

Secretary LANSING. Yes, sir.

The CHAIRMAN. The only other thing to clear that up in my mind is the amount of the lump fund that has not been expended. How much of that is on hand?

Secretary LANSING. That is not expended alone for additional clerks.

The CHAIRMAN. I know; but as these clerks, 92 of them, have heretofore been paid out of that lump sum the question is going to be raised, if we make this appropriation that you now ask, will payment still go on out of the lump sum?

Secretary LANSING. Not for clerks. It will go on for other things for which it has been used; that is, for additional attachés and clerks in our embassies and legations. Of course the force has been very materially increased in our embassies and legations. A great deal of that will be paid back to us by foreign Governments on account

of the expenses which we have been to in their behalf. We have men charged with the interests of the belligerents in the various capitals abroad. •

The CHAIRMAN. You have not a statement prepared showing exactly how much of that fund is left, and a statement as to the purposes for which it is contemplated to be used? I apprehend that is going to be asked for before we get through with this matter. We will be asked just such questions as that.

Secretary LANSING. Mr. Carr says it is all in the House hearing.

The CHAIRMAN. That is all right, then.

Senator SMOOT. I have just figured over the estimates, Mr. Secretary, of the State Department covering all of the clerks, and I find that the House gave you all of the clerks estimated for with the exception of 35.

Secretary LANSING. I made it 45.

Senator SMOOT. I will call your attention to it, if you will follow me.

Secretary LANSING. Yes. Is that on page 33?

Senator SMOOT. Page 32.

Senator ROBINSON. Can we not work that out?

Senator SMOOT. If we give you what you estimated for, that is all you want?

Secretary LANSING. That is all we ask.

The CHAIRMAN. Is there anything else you wish to call attention to?

#### MESSENGERS.

Secretary LANSING. Nothing, except that I wish to say this, that, of course, an increase in the force of solicitors, clerks, and law clerks requires an additional messenger force. We have now six messengers, and we asked for eight.

Senator SMOOT. The estimate was for seven?

Secretary LANSING. We were allowed one.

Senator SMOOT. Then you got all that was estimated for?

Secretary LANSING. I thought we asked for eight. Then we had 23 assistant messengers, and we asked for 4 additional and they gave us 2. We asked for three additional laborers. We have these two buildings outside of the department, which need constant attention. We used to have only one building, but we have had two for the last year, and I do not know but that for the last two years we have had the two buildings, and they have to receive the attention of laborers. There is a considerable increase in packages for shipment, and all that, and we asked for three additional men for this work and got none.

#### CHARWOMEN.

Senator SMOOT. You asked for five female laborers, at \$240 each.

Secretary LANSING. Charwomen.

Senator SMOOT. Charwomen. Do you want them?

#### CONTINGENT EXPENSES.

Secretary LANSING. We want them. In the matter of stationery, we asked for an increase of \$2,000; that is for stationery and typewriters, etc. You can see that with the increased volume of business

that is a very small estimate. With the increase in force and the increase in business I think we are entitled to have that increase. Then, as Mr. Carr says, we will use every dollar we have of that \$10,500, and will have great difficulty in getting through on it. In miscellaneous expenses, there is the same condition. I have already spoken about the rents.

Senator SMOOT. You want the full \$10,000?

#### RENT OF BUILDINGS IN THE DISTRICT OF COLUMBIA.

Secretary LANSING. Yes. I have spoken to you about the rents and why I believe it would be a great advantage if we could bring our entire force together.

The CHAIRMAN. You have now \$11,000 for rent and you want \$19,080 for rent?

Secretary LANSING. Yes; or not less than \$20,000; \$20,000 is what we should have.

Senator SMOOT. The amount estimated for is \$19,080.

Secretary LANSING. If we can get along with that, we will do so. But we are going to increase our force anyway, even under the House bill, and there is going to be great difficulty to house those people without increasing our quarters. We are already very much crowded.

Senator SMOOT. Have you any lease on the buildings now being occupied?

Secretary LANSING. From year to year, and those leases will expire in July.

Senator SMOOT. What was the amount of the rent under the present lease?

Secretary LANSING. \$11,200, and neither building is satisfactory.

Senator OVERMAN. Are you in anticipation of some one putting up a building for you?

Secretary LANSING. I believe so. The chief clerk had that matter in charge.

The CHAIRMAN. I see on this slip:

Estimated and omitted: The Secretary of State is authorized to enter into a contract for the lease for a period not to exceed five years of a modern fireproof office building suitable for the needs of the Department of State.

And so forth. I take it for granted there must be some building to be erected after an agreement with the Government.

Secretary LANSING. Yes.

Mr. CARR. There were several propositions made to the department to erect a building if the department could enter into a contract for a number of years; but otherwise we could not get a contract.

Secretary LANSING. There is no building in the neighborhood which is convenient or which is fitted up in a proper way for our uses, and to have a suitable building it would have to be erected.

Senator OVERMAN. Were these views all presented to the House committee?

Secretary LANSING. Yes; I think Mr. Davis and Gov. Osborne presented them.

Senator OVERMAN. We have already authorized the purchase of \$3,000,000 worth of real estate on which to erect a building for the State Department. We have bought all that property in front of



the Willard Hotel, for three squares, there. We bought that for the very purpose of putting up a building for the State Department.

Secretary LANSING. Not for the State Department alone.

Senator OVERMAN. Well, and for the Department of Commerce, and other offices as well.

Secretary LANSING. They were going to put the State Department at the farther end of the grounds near the Monument, but, as you gentlemen know, the Secretary of State has to be constantly with the President, nearly every day, and it would be the most inconvenient thing in the world to have the department located at such a distance from the President's office; the loss of time in going to and from that building would alone be a great objection.

The CHAIRMAN. Is there anything else, Mr. Secretary?

Secretary LANSING. No, sir; I think not.

## NAVY DEPARTMENT.

### STATEMENTS OF MR. ARTHUR E. HOLDER, REPRESENTING THE LEGISLATIVE COMMITTEE OF THE AMERICAN FEDERATION OF LABOR, AND DR. ROBERT A. DANIEL AND MR. HORTON H. McKEEVER, REPRESENTING COPPERPLATE ENGRAVERS OF THE HYDROGRAPHIC OFFICE.

#### HYDROGRAPHIC OFFICE.

The CHAIRMAN. Mr. Holder, we can remain here a very few minutes only, and we will hear you if what you have to say is brief.

Mr. HOLDER. I will take but a minute to introduce the gentlemen who are here to speak for themselves, Mr. Daniel and Mr. McKeever, who represent the engravers of the Hydrographic Office.

The CHAIRMAN. You are plate printers?

#### INCREASED COMPENSATION FOR ENGRAVERS.

Mr. DANIEL. No, sir; engravers. With your permission, Mr. Chairman, I should like to read a statement which I have prepared.

The CHAIRMAN. You may just hand it to the stenographer and let it be printed in the record, because we shall all read it afterwards, when we come to consider the bill. By that time these hearings will not be so fresh in our minds, and we shall have to read every word of them.

(The statement referred to is as follows):

WASHINGTON, D. C., March 25, 1916.

The honorable COMMITTEE ON APPROPRIATIONS,  
*United States Senate.*

GENTLEMEN: The engravers of the Hydrographic Office, Navy Department, respectfully request a readjustment of their salaries, making said salaries commensurate with the skill and efficiency displayed by them, and more just in comparison with salaries paid engravers in other branches of the Government service, as also with those paid to engravers in private establishments.

The following facts are submitted in support of our request:

First. The average salary of the engravers of the Hydrographic Office is \$1,290; Coast and Geodetic Survey, \$1,533; Geological Survey, \$1,578.

The engravers of the Bureau of Engraving and Printing receive an average salary of \$2,900, while the average of those employed by the bank-note companies is slightly less.

In private establishments doing commercial work the average is about \$1,800.

Second. The work of the Hydrographic Office being of a scientific and technical nature, more is required of its engravers than that they should be simply skillful ones. To be efficient they must also possess some scientific and technical knowledge in order to apply their skill intelligently.

Third. Owing to the high standard of efficiency attained by the engravers of the Hydrographic Office (due to their long period of service, the average of which is 20 years), the cost of engraving chart plates has been greatly reduced. For instance, about 10 years ago the Hydrographic Office let a contract for a number of engraved plates at 87.6 cents per square inch. Two years later another contract was let at 85 cents per square inch. Again, two years later, about 1910, another contract was let for 69.6 cents per square inch, at which price the contractor claims he lost money and was forced to retire from business owing bills incurred in the performance of this contract. During the fiscal year ending June 30, 1913, the Hydrographic Office engraved and published 18 new chart plates containing a total area of 17,728 square inches at a total cost for engraving of \$7,959, or 44.8 cents per square inch—more than one-third less than the square-inch price of the last contract. During the fiscal year ending June 30, 1914, the cost of engraving was again reduced to 35.8 cents per square inch, and for the last fiscal year the cost was only 33.5 cents per square inch. This great reduction in cost per square inch has been made possible by increased efficiency due to constant application during long periods of service, for which, up to the present time, the engravers of the Hydrographic Office have received no recognition whatsoever.

The salaries of the engravers in the Hydrographic Office, together with the number of years at their present salary and number of years in service, are as follows:

Present salary.	Number of years at present salary.	Years of service.
1 at \$2,000.....	2	44
1 at \$1,800.....	14	29
1 at \$1,800.....	2	34
1 at \$1,600.....	14	20
1 at \$1,600.....	8	26
1 at \$1,600.....	2	25
1 at \$1,400.....	2	24
1 at \$1,200.....	8	22
1 at \$1,200.....	8	22
1 at \$1,200.....	14	16
1 at \$1,200.....	7	15
1 at \$1,200.....	4	11
1 at \$1,200.....	2	6
1 at \$1,000.....	8	11
1 at \$1,000 <sup>1</sup> .....		5

<sup>1</sup> Just promoted to engraver.

The five engravers who were so fortunate as to receive a promotion of \$200 each two years ago owe their good fortune to a kind Providence who saw fit to remove the chief engraver after a service of 44 years, the last 22 years of which he received a salary of \$2,000.

Fourth. The exceeding slight prospect of obtaining additional men or of filling vacancies, due to the fact that there are few engravers qualified to do the work of map engraving, and if any from the commercial field could be induced to enter the service it would be at a considerably higher rate of compensation than is now allowed, and notwithstanding that it would take years for these men to attain that proficiency which is required by Hydrographic Office standard.

Fifth. As your committee in 1911 saw fit to grant to the engravers of the Coast and Geodetic Survey a rearrangement of salaries which brought their average to where it is at the present time, we hope that the committee will see the justice of our request and grant to us the following change in rating:

PRESENT RATING.	
Chief engraver, at \$2,000.....	\$2, 000
2 engravers, at \$1,800.....	3, 600
3 engravers, at \$1,600.....	4, 800
1 engraver, at \$1,400.....	1, 400
6 engravers, at \$1,200.....	7, 200
2 engravers, at \$1,000.....	2, 000

1 engraver, at \$720.....	\$720
1 apprentice, at \$800.....	800
1 apprentice, at \$700.....	700
Total.....	23,220

## SCALE SUBMITTED.

Chief engraver, at \$2,400.....	2,400
2 engravers, at \$2,200.....	4,400
2 engravers, at \$2,000.....	4,000
1 engraver, at \$1,800.....	1,800
2 engravers, at \$1,600.....	3,200
3 engravers, at \$1,400.....	4,200
3 engravers, at \$1,200.....	3,600
Engraver and apprentices, not to exceed \$1,000.....	3,400
Total.....	27,000

Mr. DANIEL. Very well. I would like to say this in connection with that statement. Naturally the first question asked us would be, Why was not this put in the estimates? We have sent a letter for the past two years through the regular office channels of the Secretary of the Navy making the same request. It had the highest indorsement of the chief engraver and all of the chiefs of the divisions of the Hydrographic Office, our immediate superiors, and as far as we are concerned we have not even had an acknowledgment of the receipt of our communication, although we have heard that orders came from the department to include it in the preliminary estimates, as we had had it there; but it was cut out before it came into the permanent estimates.

We feel justified, Senators, in bringing this matter before the committee, if for no other reason for the length of service, which is 20 years on the average, of the 18 men, as with the consequent efficiency acquired we have contrived to reduce the cost of engraving, which was 10 years ago 87.6 cents a square inch at contract price, to the price of last fiscal year's output, which was 33.5 cents per square inch, even though we knew that any member of this committee, or in fact any Member of the House could go in his congressional district and supply every place for even less than we are now getting; but when we can stand here and tell you that owing to the length of service and that efficiency acquired not one Member of this Congress can supply those 18 positions, we stand alone. All but two of us have learned their trade in the Government service, and they have built up a system there which can not be duplicated for that price.

The CHAIRMAN. What is it you are asking?

Mr. DANIEL. We are asking a rearrangement and an increase of appropriation of \$3,780, which would increase our average salary from \$1,200 to \$1,500.

Senator SMOOT. You are not asking an increase on every employee, are you? For instance, under the engravers, your chief gets \$2,000, and then you have two at \$1,800, three at \$1,600, one at \$1,400, six at \$1,200, and two at \$1,000. Then there are apprentices, etc.

Mr. DANIEL. The scale now submitted is, the chief at \$2,400, two engravers at \$2,200, two engravers at \$2,000, one at \$1,800, and two at \$1,600. Of course, this is for the same number of engravers.

Senator OVERMAN. Who is the head of that bureau, Capt. Washington?

Mr. DANIEL. Capt. Washington.

Senator SMOOT. Go on.

Mr. DANIEL. Three at \$1,400, three at \$1,200, and then the engravers and apprentices, not to exceed \$1,000—\$34,000. That is in line with the additions to the Coast Survey.

Senator SMOOT. You have now two apprentice engravers, one at \$800 and one at \$700. You want that increased from \$1,500 to what?

Mr. DANIEL. \$3,400. "Engraver and apprentices, not to exceed \$1,000, \$3,400." That is in accordance with the Coast Survey provision, which has worked out very satisfactorily.

Senator SMOOT. All right.

Mr. DANIEL. We are asking for this \$3,780. If the \$3,780 last year were added to the new work we put out at 33.5 cents a square inch, it would only have made that square inch price 53 cents, as against a contract price to let out by the office six years ago of 69.6 cents a square inch. It is only about one-third of our new work I am now speaking of—one-third of the work. The other work is correction, keeping the plates up to date that we have already engraved.

The CHAIRMAN. That covers all you are asking?

Mr. DANIEL. Yes, sir; that covers all we are asking.

Senator SMOOT. The amount asked here would be higher, would it not, than in almost any other department for the same work?

Mr. DANIEL. No, sir; the Coast Survey in 1911 came to Congress with their change of scale, and their average at that time was \$1,390, and you granted them. I do not just remember what amount, but it increased the average to \$1,520.

Senator SMOOT. I am not speaking of that. I was going to speak of engravers. The chief now gets \$2,000. You ask for \$2,400 for him.

Mr. DANIEL. Yes.

Senator SMOOT. If we granted that \$2,400 that would represent an increase over any other chief engraver in any other department?

Mr. DANIEL. No, sir.

Senator SMOOT. What other department has that salary?

Mr. DANIEL. The chief engraver of the Geological Survey gets \$6,000.

Senator SMOOT. That is entirely a different proposition. That is for an immense amount of work.

Senator OVERMAN. What is the average salary of engravers in the Bureau of Engraving and Printing?

Mr. DANIEL. Between \$2,500 and \$2,700. Of course their work is a higher grade of work.

Senator SMOOT. It is a much higher grade of work.

Mr. DANIEL. But let me tell you, if any member of that force dies or resigns and the Government wants to replace him, all it has to do is to apply to the bank-note companies and they would supply a man for the place; but if any of our men go out, where are you going to get men to replace them? You can not get them from the Coast Survey because their average is higher than ours—\$1,500, as against \$1,200 with us.

The CHAIRMAN. We will think about this and do the best we can. I want to call your attention to the difficulties that confront us.

These things do not look like very much when you take them separately, but there is nobody in the employ of the Government that is not asking for an increase, and in every department they want an increased force, and if we grant half of what is asked we will simply go into insolvency, and we have to refuse it. We can not do it. The expenses of the Government can not possibly be met if we grant all this.

Mr. DANIEL. If you would hear those above us, I am sure they would be glad to recommend this.

The CHAIRMAN. Why did they not make an estimate on it?

Mr. DANIEL. I suppose the enormous amount they were asking for the increase in the Navy had something to do with that.

The CHAIRMAN. That is the difficulty. We do not seem to see how it can be done.

Senator SMOOT. Millions are going out like water.

The CHAIRMAN. We will think of it carefully and do the best we can about it.

Mr. McKEEVER. We think it is only justice to us. You give it to the rest of the engravers in the same line of business.

The CHAIRMAN. What is that?

Mr. McKEEVER. You give it to others. In the Coast Survey you increased their pay, and we think we ought to have it.

The CHAIRMAN. They are asking for an increase just as earnestly as you are.

Senator SMOOT. Is your work increasing?

Mr. DANIEL. It is increasing all the time; new service coming in. In regard to its not being in the estimates, the year when the Coast Survey engravers were granted their increase, it was not in the estimates. In fact, the chief of the division—Mr. Tittman, I think at that time, or whoever headed the office at that time—positively refused to recommend anything of the kind, although afterwards when it finally came before Congress, he did speak in their favor. But it was not in the estimates; so that we have that precedent coming before you, as to its not appearing in the estimates.

Mr. HOLDER. We appreciate the opportunity to come before you Mr. Chairman, and we thank you.

The CHAIRMAN. We will do the best we can. We feel that there is a good deal to be said in your favor.

(At 5.10 o'clock p. m. the subcommittee adjourned to meet at 10.30 o'clock a. m., Tuesday, March 28, 1916.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

**TUESDAY, MARCH 28, 1916.**

UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m. pursuant to adjournment, Senator Thomas S. Martin, presiding.

Present: Senators Martin (chairman), Overman, Robinson, Smoot, and Oliver.

OFFICE OF THE COMMISSIONER OF INTERNAL REVENUE, TREASURY DEPARTMENT.

## STATEMENT OF WILLIAM H. OSBORN, COMMISSIONER OF INTERNAL REVENUE.

Luther F. Speer, Deputy Commissioner of Internal Revenue, appeared.

Mr. OSBORN. Mr. Chairman, I have prepared what I wish to submit to you.

The CHAIRMAN. You have it in writing, have you?

Mr. OSBORN. I have everything right here. Do you want it read to you, or shall I just file it?

The CHAIRMAN. Perhaps it is not necessary to read it as a whole, but you had better call our attention to the salient points. It is more effective to hear you personally, of course.

Mr. OSBORN. This is just as short as I could make it. It is not very long.

PER DIEM IN LIEU OF SUBSISTENCE.

The CHAIRMAN. Have you got something there about this \$3-a-day allowance for expenses?

Mr. OSBORN. Yes, sir; we have that. It is suggested that the following proviso be inserted as per diem in lieu of subsistence:

That when absent on duty from their legal residence, all internal-revenue agents, inspectors, general deputy collectors, special gaugers, special employees, and cotton-futures attorneys, may be granted per diem in lieu of subsistence not exceeding \$4 to revenue agents and cotton-futures attorneys, and not exceeding \$3 to inspectors, general deputy collectors, special gaugers, and special employees, the per diem in lieu of subsistence to be fixed by the commissioner of internal revenue, subject to the approval of the Secretary of the Treasury.

The CHAIRMAN. Now, Will you state the reasons for that?

Mr. OSBORN. They are these: When a man is at home you have got to have some place for him. When he is there he does not get his



per diem; but we are changing these income-tax agents and inspectors all the time. We will find, for instance, in the case of a man in New York, that we will want to put him in Philadelphia for awhile. For instance, I took a man from New York and sent him down to North Carolina and kept him down there some time on the income tax. He collected about \$100,000 while he was down there and taught the new force we had how to proceed about the collection. I just want it established when a man can get this per diem; that is all I want; I want it established.

The CHAIRMAN. As soon as you sent him to North Carolina that became his official residence. That is what they have been deciding here, I think.

Mr. OSBORN. It has not been decided that way, Senator.

The CHAIRMAN. They have raised the question, have they not?

Mr. OSBORN. Yes; they have raised the question. Now, if you take a man and send him away from his home town it costs him more money to live in every way.

The CHAIRMAN. He has to keep up his home and then he has to take care of himself.

Mr. OSBORN. Yes, sir. All business houses do it. They pay the expenses of a man when they send him off.

Senator OVERMAN. In other words, if you send a man to Salisbury, N. C., that is his official residence; and if you send him to Washington to conduct some business here, he can not get a per diem here, if he is located here for a month.

Mr. OSBORN. That is it if he is located here for a month. That is the way they are talking now. They have not decided it that way, but they have been discussing it.

Senator SMOOT. In the case of the revenue agents of the department, provision is made for paying them per diem not to exceed \$4; is it not?

Mr. OSBORN. Yes, sir; that is right.

Senator SMOOT. You want the \$3 provision to apply now to the income-tax collectors?

Mr. OSBORN. Yes, sir; the income-tax collectors.

Senator SMOOT. I think we understand it.

The CHAIRMAN. What is the next matter?

Mr. OSBORN. As I say, I have prepared a statement about these different appropriations. I have gone over it very thoroughly, and it simply gives the reasons why we think we ought to have them. I feel just this way about it: I think you are just as good judges of it as I am after I give you the reasons; and then, if you do not think I ought to have them, it is all right with me. I have not got a word to say about it; but here are the express reasons why we ought to have this money, in our opinion.

Senator OVERMAN. Can you not read it?

Mr. OSBORN. Yes, sir; I can read it in a few minutes.

Experience has shown that a reclassification of the work in the Corporation and Income-tax Divisions is imperative. Clerks at \$1,200 are doing work that warrants pay at the rate of \$1,800 per annum. If 40 additional clerks are allowed, the present work in the Corporation-tax Division will require 20, and the Income-tax Division, which has been depleted by 16 clerks detailed to other divisions on income-tax work will also need 20.

Those who are detailed to other divisions are clerks who are detailed to the Claims Division, for instance, where claims are made for income tax, or the Accounts Division, or the Law Division, or the Assessment Division. You have to detail people.

In the organization of these divisions, each grade of work has been classified and a fair valuation placed on each grade. The clerks have been assigned according to their qualifications and, in the readjustment provided the additional force is allowed, it is intended that all clerks doing the same grade of work shall receive the same rate of pay, the lower grades being filled by new appointees.

It has been demonstrated that of the returns received not less than 15 per cent of the corporation tax returns and 5 per cent of the individual income tax returns should be referred to revenue agents for examination and verification.

#### CORPORATION-TAX DIVISION.

Approximately 152,000 corporation-tax returns relating to calendar year 1914 remain to be examined to find out whether or not they should be referred to revenue agents for investigation. Nine clerks are now engaged in making the audit of returns of corporations, and each clerk audits on an average of 55 returns per day. At this rate, it will require the present force 12 months to complete the audit of the 1914 returns. In other words, the audit of these returns will not be completed until March, 1917, at which time none of the returns which shall have been received for the period from July 1, 1915, to March 1, 1917, will have been audited.

An increase of 10 clerks in the auditing force of the Corporation-tax Division, making the same average of 55 per day, will enable the division to complete the audit of the 1914 returns by the 1st of October of this year, when it will be free to take up the 335,000 or more returns which will be on file for the year 1915.

The increase in the audit force will necessitate an increase of at least six in the correspondence force to take care of the additional correspondence growing out of the audit.

Other work in the division is also in arrears, particularly with respect to the section engaged in preparing transcript cards for the use of revenue agents.

We send out and find out about a corporation and we examine it here; but if we feel that it has charged off too much for depreciation, we make out a transcript card and we send that out to a revenue agent to examine. That is, we send it to the revenue agent, and he turns it over to the income-tax agent.

Under present conditions the Corporation Tax Division demands at least 20 additional clerks in order to keep the work current, leaving the congestion to be taken care of by overtime work or from details from other branches of the service or by temporary appointments. In other words, the 20 additional clerks asked for the Corporation Tax Division are absolutely necessary to keep the work of that division current under present conditions. If the field force is increased as contemplated under the additional appropriation of \$1,000,000, for which estimate has been made, the clerical force in this division should be increased as hereinafter indicated.

As evidencing the result of the work done by the field force, the records show that for the period beginning July 1, 1915, and ending March 15, 1916, there were received in the office of the Commissioner of Internal Revenue reports covering the examination of the books of 10,608 corporations; that is at the rate of about 15,000 per year. Of these reports 4,014 showed no additional tax liability and 6,594 showed additional tax. On the basis of these reports there were actually assessed during this period as against corporations \$3,739,502.56 with some 600 reports, most of them showing additional tax liability yet to be examined and passed upon. At this rate, more than \$5,000,000 additional tax will be assessed against corporations for the current fiscal year as the result of the work done by the present field force. If this force were doubled, it is believed that additional assessments would be increased in a like ratio, for there are many thousand corporations whose books should be examined but which can not be reached with the present force.

#### PERSONAL INCOME TAX DIVISION.

The work in the card record section of the Personal Income Tax Division is more than 10 months in arrears due to the fact that office space could not be provided in the Treasury Building in which to put the filing equipment and the clerks necessary for the handling of the work in this section.

In order to bring the work of this section up and keep the work current, it will require 20 additional clerks, and this will give to this division the number of clerks originally estimated as being necessary for the economical handling of the work of this division.

It is very important that the work of the card-record section be kept current as all the information received by this office disclosing income received by individuals is tabulated in this section and used in the audit of the returns made by individuals as a check against income reported and, unless all this information is tabulated in time to be used in the audit, the benefit of the "withholding at the source" feature of the income tax law is practically lost.

#### ASSESSMENTS.

The following shows what has been accomplished in January, 1916, and the first eight months of this fiscal year:

Amounts assessed on January, 1916, list based on revenue agents' reports along:

Corporation tax.....	\$720,877.37
Individual tax.....	182,838.92
Total.....	903,716.29

For the month of January this \$720,000 that was assessed ran from 1909 up to and including 1916, where we got those assessments from. Of course, the individual assessments came from the incidence of the individual tax up to the present time.

Amounts assessed by the bureau through correspondence and without reference to revenue agents' reports (in no way connected with revenue agents' reports) for the period from July 1, 1915, to Mar. 1, 1916: Corporation tax..... \$288,641.72

That is what is picked up in the office after going over the returns.

Approximate amount of additional tax discovered by the bureau force from the audit of individual returns (in no way connected with revenue agents' reports) for the period from July 1, 1915, to Mar. 1, 1916.. \$187,800.00

Amounts actually assessed from July 1, 1915, to Mar. 1, 1916, based on revenue agents' reports alone:

Corporation tax.....	3,739,502.56
Individual tax.....	1,669,792.36
Total.....	5,409,294.92

The corporation tax item includes back taxes from 1909 up to this time.

#### ESTIMATE OF \$1,000,000 ADDITIONAL FOR FIELD FORCE.

If \$1,000,000 additional is appropriated for the field service, between 350 and 400 additional deputy collectors, inspectors, and agents could be employed, or an average of about five or six to each collection district. Past experience has shown that where corporation tax returns were investigated by a revenue agent an average of \$78.95 resulted as additional tax, and where individual income tax returns were investigated an average of \$150.07 resulted as additional tax. It is confidently believed that with the increased force a return of not less than \$5 in tax to every dollar appropriated will follow. The present income tax field force consists of 61 revenue agents, 96 inspectors, 118 general deputy collectors, and 20 deputy collectors and clerks assigned to duty with revenue agents. In addition to this income tax force there are 332 deputies and clerks assigned to duty in collectors' offices.

The necessity for additional field examiners is disclosed by the fact that the present force is examining but about 15,000 corporations per year, whereas experience demonstrates that at least 15 per cent of all corporations making returns, or approximately 52,000, should be examined each year. Under present conditions but little more than 4 per cent of all corporations are being examined, resulting in the assessment of an average of more than \$400,000 additional tax per month. The examination of the 15 per cent would, it is confidently believed, result in the assessment of the correspondingly increased amount.

The expenses for the first eight months of this fiscal year of the field force paid from the income tax appropriation, including amounts paid the office force in the collectors' offices and the amounts expended for purchases for equipment, etc., approximate \$758,500. During the same period there has been assessed on reports made by the field force tax that would not ordinarily have been reported otherwise, amounting to \$5,409,294.92. Thus it will be seen that the maintenance of the field force has been about 14 per cent of the amount assessed on their reports. In other words, for every dollar spent about \$7 has been returned.

**ADDITIONAL BUREAU FORCE IF \$1,000,000 IS APPROPRIATED FOR THE FIELD SERVICE.**

Since the bureau is in actual need of 40 additional clerks to handle the present work it is estimated that an increase of 23 clerks in the corporation tax division, 18 clerks in the personal income tax division, and 16 clerks in other divisions will be needed to take care of the increased work in the bureau predicated on an increase in the field work if \$1,000,000 additional is appropriated.

**CORPORATION TAX DIVISION.**

1 assistant chief, at \$2,000.....	\$2, 000
6 correspondence clerks, at \$1,800.....	10, 800
3 audit clerks, at \$1,600.....	4, 800
6 examining clerks, at \$1,400.....	8, 400
2 clerks, at \$1,200.....	2, 400
2 stenographers, at \$1,200.....	2, 400
1 stenographer, at \$1,000.....	1, 000
1 clerk, at \$1,000.....	1, 000
1 assistant messenger, at \$720.....	720
<hr/> 23 Total.....	<hr/> 33, 520

**PERSONAL INCOME TAX DIVISION.**

5 correspondence clerks, at \$1,800.....	\$9, 000
8 audit clerks, at \$1,600.....	12, 800
2 stenographers, at \$1,200.....	2, 400
3 filing clerks, at \$1,000.....	3, 000
<hr/> 18 Total.....	<hr/> 27, 200

**OTHER DIVISIONS.**

2 at \$2,000 (1 statistical expert, 1 assistant chief).....	\$4, 000
2 at \$1,800 (1 in claims division, 1 in law division).....	3, 600
3 at \$1,600 (2 in claims division, 1 in law division).....	4, 800
3 at \$1,400 (1 in accounts division, 2 in claims division).....	4, 200
2 at \$1,000 (1 in law division, 1 in assessment division).....	2, 000
3 at \$900 (assessment division).....	2, 700
1 at \$840 (assistant messenger, assessment division).....	840
<hr/> 16 Total.....	<hr/> 22, 140

**SUPPLIES, EQUIPMENT, ETC.**

If the additional force above referred to is employed, provision should be made for the purchase of supplies, equipment, etc., such as typewriting machines, desks, filing cases, etc., in the District of Columbia, as the office has been advised that the contingent fund for next year under the control of the Secretary will not be ample, nor was it anticipated to provide such equipment, and, if only part of the \$1,000,000 is approved by Congress, then a proportionate part of the amount estimated, \$90,000, should be appropriated for the employment of clerical help in the District of Columbia and for the purchase of supplies, equipment, etc., in the District of Columbia.

What I want to say about that is this: It does not make any difference what amount you allow us in the field. We ought to have a commensurate amount, an amount in comparison, in the office to

take care of that extra field work, because we are behind in the office work now.

Even in the event that only the statutory positions in the Internal-Revenue Bureau are increased ("Salaries, Office of Commissioner of Internal Revenue,"), then some provision should be made for the purchase of equipment, etc., in the District of Columbia in order to provide for desks, typewriting machines, etc., as the contingent fund will not be ample to provide for such purchases.

#### TEMPORARY BUREAU FORCE.

It is estimated that if \$20,000 is appropriated for the employment of temporary help in the bureau, pending the reorganization of the force now being made by committee appointed for that purpose, the work in the divisions can be made current.

The following divisions are in need of additional help:

Assessment Division, 3 clerks, at \$1,200.....	\$3,600
Claims Division, 6 clerks, at \$1,200.....	7,200
Spirits Division, 1 clerk, at \$1,200.....	1,200
Law division, 4 clerks, at \$1,200 .....	4,800
Miscellaneous division, 1 clerk, at \$1,200 .....	1,200
Tobacco division, 2 clerks, at \$1,000 .....	2,000
Total (17 clerks).....	20,000

These clerks are needed now irrespective of whether any additional appropriation is given for employment of field force on income-tax work, and it is very essential that a fund be available for employment of temporary help in order that divisions greatly in arrears can be assisted, and this is especially true now that a readjustment is to be made.

All divisions are in arrears, the Claims Division alone being in arrears 11,000 claims.

That gives us a great deal of trouble. People are complaining about it all over the country. They ought to have their money.

It is very important that the divisions in arrears be supplied with additional help pending the reorganization.

That reorganization is this: The Secretary is having a committee go through the Treasury Building. They are having a general reorganization of everything in there.

If this estimate of \$20,000 which has been confined to the minimum amount absolutely needed is not appropriated, the work in this office can not be properly performed.

The CHAIRMAN. Does that cover everything you want to say?

Mr. OSBORN. I think that about explains everything. There is a letter here that we sent over for the Secretary to send over to you and the committee, Senator, but I do not know whether it has gotten here or not.

#### EFFICIENCY BUREAU.

The CHAIRMAN. Before you get away from this matter of the reorganization, are you using this efficiency bureau at all? Mr. Brown has an efficiency bureau. It has been created by Congress as an independent bureau.

Mr. OSBORN. They are not working in the Treasury now.

The CHAIRMAN. You have a committee of your own doing that work?

Mr. OSBORN. Yes, sir. I had started a committee myself to reorganize the whole thing, and then the Secretary appointed one for the Treasury Building, and I just turned my committee over to him.



**The CHAIRMAN.** You may have just as good arrangements, but they have done good work in some departments. I just call call attention to it because you might want to utilize their services.

**Mr. OSBORN.** I wonder if we have access to them?

**The CHAIRMAN.** You have. You might send for Mr. Brown and talk to him about it.

**Mr. OSBORN.** I shall be glad to do so.

**The CHAIRMAN.** He has done some excellent work in some of the departments. In the Post Office Department Mr. Burleson says that he did an immense service in reducing expenses. He has a corps of people familiar with such work.

**Mr. OSBORN.** I think we are going to get \$100,000,000 this year on incomes. I have telegraphed to all the collectors——

**The CHAIRMAN.** You know, there are two sides to this question. We want you to get all that is due, all that is coming, but it is just as much our duty not to force people to pay more than they ought to pay as it is to get from them all that they ought to pay. We do not want to exact from them anything that is not right.

**Mr. OSBORN.** We never do that, Senator. Whenever anyone wants a hearing, we always give it to him.

**The CHAIRMAN.** I have had some experience along that line myself.

**Mr. OSBORN.** Yesterday I expect I signed 300 refunds. That is what I am trying to get at now. We are 11,000 behind, and we have not the men to work on them.

**The CHAIRMAN.** I am very sure your object is just as mine is. You do not want anything that is not due. I think it is just as important not to do that as it is to get all that is due.

**Mr. OSBORN.** Of course this is a work of education. A great many people will test the law.

#### PER DIEM IN LIEU OF SUBSISTENCE.

Here is a letter, Senator, which we had prepared for you, and sent it over to the Secretary this morning, but he has not had time to get it over. It is about the headquarters of these people.

**Senator OVERMAN.** That means where they change the agent from one place to another.

**The CHAIRMAN.** That is with reference to the per diem for expenses?

**Mr. OSBORN.** Yes, sir.

(The letter referred to is as follows:)

MARCH 27, 1916.

Hon. T. S. MARTIN,

*Chairman Committee on Appropriations,*

*United States Senate, Washington, D. C.*

SIR: I have the honor to recommend that the following proviso be inserted on line 21, page 58, of the bill (H. R. 12207) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1917, and for other purposes:

*"Provided, That, when absent on duty from their legal residence, all internal-revenue agents, inspectors, general deputy collectors, special gaugers, special employees, and cotton-futures attorneys may be granted per diem in lieu of subsistence not exceeding \$4 to revenue agents and cotton-futures attorneys and not exceeding \$3 to inspectors, general deputy collectors, special gaugers, and special employees, the per diem in lieu of subsistence to be fixed by the Commissioner of Internal Revenue, subject to the approval of the Secretary of the Treasury."*

The purpose of this proviso is that the force employed under the direction of revenue agents in charge of divisions and the cotton-futures attorney and the agents employed



under his direction may be paid a per diem in lieu of subsistence when absent on duty from their legal residence.

The act approved April 17, 1900, provides that the revenue <sup>who are paid from</sup> the appropriation "Salaries and expenses of agents and subordinate officers of internal revenue" may be paid per diem in lieu of subsistence when absent on duty from their legal residence not exceeding \$3 per day.

The act approved August 1, 1914, provides that the heads of executive departments and other Government establishments are authorized to prescribe per diem rates of allowance not exceeding \$4 in lieu of subsistence to persons engaged in field work, or traveling on official business outside of the District of Columbia and away from their designated post of duty when not otherwise fixed by law.

The Commissioner of Internal Revenue has fixed the headquarters of income-tax revenue agents and inspectors, general deputy collectors, special gaugers, special employees, and cotton futures attorney and agents at their respective homes, and the Auditor for the Treasury Department has questioned the authority to fix the headquarters at that place; that is, to consider their homes as their designated post of duty.

In order to remove any doubt as to the question of location of headquarters, it is recommended that the proviso referred to above be inserted, thus placing the force employed under the direction of revenue agents, the cotton futures attorneys and the agents employed under his direction, and the revenue agents employed under the provisions of section 3152, Revised Statutes, as amended, on the same basis as to headquarters.

Respectfully,

\_\_\_\_\_, Secretary.

#### COLLECTION OF INCOME TAX.

Mr. OSBORN. Mr. Speer has just suggested that we ought to have enough people employed in the office to take care of this field force.

Senator SMOOT. Who was it that was speaking here the other day for your department?

Mr. OSBORN. Mr. Malburn.

Senator SMOOT. What he wanted was that whatever percentage of increase was given in the field appropriation should also be given, as to the amount, for employees here in the department.

Mr. SPEER. Just the opposite stands true, too—that we are conducting a systematic audit of every return coming in. Certain ones must be referred to the field force for examination, and unless we have a sufficient number of men in the field to make these examinations our work is just simply going to pile up and never be finished.

Senator OVERMAN. How much money did the House give you?

Mr. OSBORN. On the income tax, three hundred and eighty thousand and some dollars.

Senator OVERMAN. How much did you estimate for?

Mr. OSBORN. A million dollars. The Secretary is very insistent upon this money. He thinks we can get a great deal more money if we have more money for the collection, because we can get these corporations and examine them.

The CHAIRMAN. One thing that appeals to my mind very strongly is the piling up of work.

Mr. OSBORN. Yes, sir.

The CHAIRMAN. We ought not to have thousands of claims there unattended to.

Mr. OSBORN. These very claims that the Senator has just referred to it is just impossible for us to audit with our force.

The CHAIRMAN. I am just as anxious to prevent unreasonable exactions of the people as I am to get revenue for the Government. I think the one is as much our duty as the other—to provide the

nachinery and do justice to the Government and the people, too. While you ought to collect all that is coming to you, you ought not to let claims pile up there for years. They ought to be attended to.

Senator OVERMAN. The House gave you \$300,000. How much did you have last year?

Mr. WEST. \$1,220,000.

Senator OVERMAN. And they cut it down to \$300,000?

Mr. OSBORN. Oh, no; this is the increase.

Mr. SPEER. There is one bad feature of these claims, too, Mr. Commissioner—that if the examination is delayed too long, the claimant loses his legal right of action.

Senator OVERMAN. You are satisfied with the lump sum that the House gave you, \$380,000; are you?

Mr. OSBORN. No, sir; we thought we ought to have more.

Senator OVERMAN. How much more did you estimate?

Mr. OSBORN. We wanted a million dollars.

The CHAIRMAN. Yes; a million dollars additional is what he wanted, and he received \$380,000.

Mr. OSBORN. Here is the way I look at it, Senators: I am not here begging for any increased appropriations. I consider that it is just as much to your interest as it is to mine. I have made out a statement of the facts just as they are, and you can see whether I need them or not. You are just as good judges of it as I am, and perhaps better.

Senator OLIVER. At the beginning, a great many men—I would not apply this to so great an extent to corporations—a great many individuals have to be educated up to the proper way in which to make their returns.

Mr. OSBORN. Yes, sir.

Senator OLIVER. It will be easier sailing now than it was in the beginning, because they will base their returns on the rules that have been laid down.

Mr. OSBORN. I think that is true to some extent; but, Senator, some of the greatest work we have to do now is hunting out the delinquents, people who do not make any returns at all.

Senator OVERMAN. How do you get at that—by a field force?

Mr. OSBORN. We just have to get at it the best way we can. Somebody writes to us and tells us that a certain man has made some money who has not given in any income-tax return, and all that sort of thing.

Senator OVERMAN. You do get letters like that, do you?

Mr. OSBORN. Yes, sir. and then we send out people hunting them all the time.

Senator OVERMAN. That is what these field agents are for?

Mr. OSBORN. Yes; a great deal of it. Besides, you know, we send out these cards.

Senator OVERMAN. What do you do about room? You have not room enough in the Treasury for all these clerks, have you?

Mr. OSBORN. We could arrange for room enough for as many as you give us. You see, it will not take so very much more room for the number we are asking for. It is the field force that will be increased so much; but it is very essential for us to have those people here in the District, as we are so far behind. There are any number of com-

promise cases just piled up there, that we can not act on. The money is lying there.

Senator SMOOT. There are a whole lot of people who can not make out those returns correctly now.

The CHAIRMAN. I never have been able to understand the form.

Mr. OSBORN. I am very frank to admit that I think those returns can be improved on. I do not think there is any question about it.

Senator OVERMAN. They ought to be made more simple.

Mr. OSBORN. Yes; they ought to be made more simple. I have contended that all the time, and some day I hope we will get at it.

The CHAIRMAN. Is there anything further?

Mr. OSBORN. No; thank you, gentlemen.

(The committee thereupon went into executive session, after which it adjourned.)

# INDEX.

---

## A.

	Page.
Absence, leaves of.....	95
Additional clerks:	
Bureau of Immigration.....	122
Bureau of Labor Statistics.....	109
Department of Labor.....	105
Adjutant General's Office, clerical force.....	71
Administrative work, Bureau of Foreign and Domestic Commerce.....	191
Advertising for proposals.....	210
Appointments, apportionment of.....	9
Assistants and laborers, Botanic Garden.....	162
Attendance upon conventions.....	243
Auditor for the Interior Department, Office of.....	35, 59
Auditor for the Navy Department.....	35
Auditor for the War Department, Office of.....	34
Averill, F. L., statement of.....	279
Ayers, Ezekiel J.....	168

## B.

Bassett, F. D., statement of.....	156
Bertholf, Ellsworth P., statement of.....	62
Birgfeld, Frank A., salary of.....	46
Botanic Garden.....	161
Assistants and laborers.....	162
Carpenter.....	161
Clerk to superintendent.....	161
Miscellaneous supplies.....	162
Motor vehicle.....	162
Skilled laborers.....	161
Traveling expenses.....	162
Building or rooms for draftsmen.....	86
Bulletins published by Department of Labor.....	111

## C.

Card indexes, Library of Congress.....	279
Carpenter, Botanic Garden.....	161
Carr, Wilbur J., statement of.....	283
Census, Bureau of.....	213
Clerical force.....	213
Collecting statistics.....	219
Salaries.....	218
Chamber of Commerce of United States of America.....	171
Charwomen, State Department.....	290
Children's Bureau.....	115
General expenses.....	119
Salaries paid from lump sum appropriations.....	121
Temporary clerks in District of Columbia.....	116
Temporary employees.....	122
Cities which have received educational record cards, showing population, etc	124-136
Civil Service Commission.....	3
Apportionment—	
Method of.....	9
Waivers of.....	20-22
Clerks.....	3
Field examiners.....	24
Transfers and promotions.....	13-20

	Page.
Claxton, Philander P., statement of.....	261
Clerical force, Department of Commerce.....	245
Clerk, Botanic Garden.....	161, 163
Clerks:	
Civil Service Commission.....	3
State Department.....	288
Coast Guard:	
Office of.....	39
Statement of Captain Commandant.....	62
Collecting the income tax.....	43
Collecting internal revenue.....	42
Commercial attachés.....	195, 235
Commerce, Department of.....	197
Advertising for proposals.....	210
Assistant to the Director of the Bureau of Standards.....	205
Attendance upon conventions.....	243
Branch offices, promoting commerce.....	224
Census, Bureau of.....	213
Clay products, investigation of.....	201
Clerical force --	
Bureau of Lighthouses.....	220
Bureau of the Census.....	213
Department of Commerce.....	245
Commercial attachés.....	235
Contingent expenses.....	212
Exchange on official checks.....	243
Fire-resisting properties, investigation of.....	203
Foreign commerce, promotion and development of.....	230
Lighthouses, Bureau of.....	220
Mechanical appliances, standardization and testing of.....	204
Navigation, Bureau of.....	248
Navigation laws, enforcement of.....	257
Overcrowding of passenger vessels.....	259
Public-utility standards, investigation of.....	199
Salaries --	
Bureau of Standards.....	198
Department of Commerce.....	205
Shipbuilding, progress of.....	249
South and Central America, promoting commerce.....	235
Statistics, collecting.....	219
Steamboat-Inspection Service.....	246
Structural materials, testing of.....	200
Traveling expenses, limitation on.....	208
Traveling expenses.....	211
Wireless communication laws, enforcement of.....	257
Compensation to injured employees.....	87
Comptroller of the Currency, Office of.....	36
Comptroller of the Treasury, Office of.....	34
Construction and Repair, Bureau of.....	149
Contingent expenses:	
Department of Commerce.....	212
Post Office Department.....	277
State Department.....	290
Treasury Department.....	41
Cost of living, statement of.....	69
Crist, Raymond F.....	123
Crowder, E. H.....	78
Crozier, Gen. William:	
Letter from.....	95
Statement of.....	82
Curtis, F. S., statement of.....	113
Customs, Division of.....	32
Reasons for increase in the salary of the chief.....	61
Salary of the chief.....	54

## D.

	Page.
Daniels, Josephus, letter from.....	158
Daniel, Robert A., statement of.....	292
Darlington, J. J., statement of.....	274
Deadwood assay office.....	282
Denning, William I., statement of.....	277
Denver, mint at.....	136
De Witt, John L., statement of.....	98
Director of the Mint, Office of.....	39
District of Columbia, temporary clerks for Children's Bureau.....	116
Division of Customs.....	32
Drafting officers, State Department.....	284
Draftsmen.....	83
Rooms for.....	86
Duehay, F. H., statement of.....	159

## E

Education, Bureau of.....	261
Efficiency Bureau.....	302
Elevator conductor, Navy Department Annex.....	63
Elevator for State, War, and Navy Department Building.....	63
Enforcement of navigation laws.....	257
Engravers, Hydrographic Office.....	292
Engraving and printing.....	39
Essig, J. F.....	68
Ewing, Thomas, statement of.....	271
Exchange on official checks.....	243

## F.

Field examiners.....	24
Filing cases, Land Office.....	264
Firemen, Department of Labor.....	106
Flynn, H. S.....	104
Foreign and Domestic Commerce, Bureau of.....	191
Administrative staff at Washington.....	241
Appropriations for salaries.....	237
Attendance upon conventions.....	243
Branch offices.....	224
Clerical force.....	245
Commercial attachés.....	235
Commercial attaché service.....	239
Exchange on official checks.....	243
Foreign commerce, promotion and development of.....	223
South and Central America.....	235
Statutory positions.....	238
Foreign commerce, promotion and development of.....	230
Frankford Arsenal, petition of employees of.....	93

## G.

Gandy, Harry L., statement of.....	282
Garrison, Lindley M.....	78, 79
Letter from.....	95
General Supply Committee.....	32
Gorgas, William C., statement of.....	79
Gregory, T. W., letter from.....	160

## H.

Harts, W. W.:.....	
Letter to.....	79
Statements of.....	63, 69
Havenner, George C., statement of.....	207
Holder, Arthur E., statement of.....	292
Hooper, Stanford C., statement of.....	148
Hydrographic Office.....	292



## I.

	Page.
Immigration, Bureau of.....	122
Income tax, collecting the.....	43, 56, 304
Income-tax roll.....	37
Independent Treasury.....	44
Injured employees, compensation to.....	87
Interferences, examiner of.....	272
Internal revenue.....	37, 297
Assessments.....	300
Bureau force.....	301
Collecting the.....	42
Commissioner's office.....	37
Corporation Tax Division.....	299
Efficiency Bureau.....	303
Field force.....	300
Income tax, collection of.....	304
Per diem in lieu of subsistence.....	297, 303
Personal Income Tax Division.....	299
Salaries and expenses of agents and subordinate officers.....	43
Statement of commissioner.....	297
Supplies, equipment, etc.....	301
Temporary force.....	302
Temporary services in the office of the commissioner.....	38
Interior Department.....	164
Clerical force, Pension Office.....	164
Laborers and watchmen.....	168
Office of the auditor.....	35, 59
Vacancies in Pension Office.....	168

## J.

Jadwin Edgar, statement of.....	99
Johannes, George, statement of.....	246
Jones, A. A., letter from.....	169
Justice, Department of.....	159

## K.

Knox, Dudley W., statement of.....	141
------------------------------------	-----

## L.

Labor, Department of.....	105
Children's Bureau.....	115
Clerks.....	106
Firemen.....	106
Immigration, Bureau of.....	122
Labor Statistics, Bureau of.....	109
Naturalization, Bureau of.....	123
Rent of office building.....	106
Temporary clerks in the District of Columbia.....	116
Laborers, Botanic Garden.....	161, 163
Laborers and watchmen, Interior Department.....	168
Labor Statistics, Bureau of.....	109
Land Office.....	263
Filing cases.....	264
Surveyors general.....	265
Technical employees.....	264
Traveling expenses.....	264
Union Pacific Railway fund.....	263
Lansing, Robert, statement of.....	283
Lathrop, Julia C., statement of.....	115
Law books, office of the comptroller.....	55
Law examiners, Patent Office.....	271
Leaves of absence:	
Employees under internal revenue.....	58
War Department.....	95
Legal force, State Department.....	285

	Page.
Library of Congress.....	278
Card indexes.....	279
Fuel, light, etc.....	281
Laborers.....	280
Lighting.....	281
Property clerk.....	279
Reading rooms.....	278
Semitic and oriental literature.....	278
Sunday opening.....	280
Watchmen.....	280
Library, Navy Department.....	158
Lighthouses, Bureau of.....	220
Limitation on traveling expenses.....	208
Loans and Currency, Division of.....	33

## M.

Malburn, William P., statement of.....	54-59
McAdoo, William G.....	45
McCain, Henry P., statement of.....	71
Mc'andless, Byron, statements of.....	142, 147
McGowan, Samuel, statement of.....	151
McGowan, T. E., statement of.....	66
McIlhenny, John A.....	3
McKeever, H. H., statement of.....	292
Messengers, State Department.....	290
Militia Affairs, Division of.....	156
Minor, Benjamin F., statement of.....	276
Mint at Denver.....	136
Mints and assay offices.....	44
Mint, Office of the Director.....	39
Montgomery, George, letter from.....	95
Motor vehicle, Botanic Garden.....	162, 164
Motorcycle, purchase of.....	65

## N.

National currency, reimbursable.....	37
Naturalization, Bureau of.....	123
Chief clerk.....	123
Cities furnished with educational record cards.....	124
Salaries.....	123
Naturalization statistics.....	124
Naval Intelligence, Office of.....	141
Naval Observatory.....	145
Navigation, Bureau of.....	141, 248
Navigation laws, enforcement of.....	257
Navy Department Annex, elevator conductor.....	63
Navy Department.....	139
Additional clerical force.....	139
Auditor, office of.....	35
Construction and Repair, Bureau of.....	149
Hydrographic Office.....	292
Library.....	158
Militia Affairs, Division of.....	156
Naval Intelligence.....	141
Naval Observatory.....	146
Navigation, Bureau of.....	141
Ordnance, Bureau of.....	150
Salaries, increase of.....	139
Secretary's office.....	139
Steam Engineering, Bureau of.....	146
Supplies and Accounts, Bureau of.....	150
Supplies, purchase of.....	143
Newton, Byron R.:.....	
Letters from.....	58, 59
Statement of.....	45

## O.

	Page.
Office building, rent of, for Department of Labor .....	106
Office of the Secretary of War .....	102
Oglesby, Woodson R., statement of .....	268
Ordnance, Bureau of .....	150
Osborn, William H., statement of .....	297
Overcrowding of passenger vessels .....	259

## P.

Park designs, purchase of .....	65
Park employees of the public buildings and grounds .....	66
Parker, A. W., statement of .....	122
Passenger vessels, prevention of overcrowding of .....	250
Patent Office .....	268
Interferences, examiner of .....	272
Law examiners .....	271
Photolithographing .....	274
Trade-marks .....	272
Pension Office:	
Clerical force in .....	164
Vacancies in .....	166
Photolithographing, Patent Office .....	274
Population statistics .....	124
Post Office Department .....	277
Contingent expenses .....	277
Pratt, Edward E., statement of .....	223
Price, Oscar A., statement of .....	50
Printing and Stationery, Division of .....	34
Prisons, assistant superintendent of .....	159
Promoting commerce, South and Central America .....	193
Promotion of foreign commerce outside of Latin America .....	193
Promotion and development of foreign commerce .....	230
Public buildings and grounds .....	63
Public Health Service, Office of the Surgeon General .....	40
Putnam, George R., statement of .....	220
Putnam, Herbert, statement of .....	278

## R.

Reading rooms, Library of Congress .....	278
Redfield, William C. ....	197
Reese, H. S., statement of .....	68
Reeside, Howard S., statement of .....	274
Referendum, Chamber of Commerce of the United States of America .....	171
Rent, State Department .....	291
Rent of office building, Department of Labor .....	106
Report, Chamber of Commerce of the United States of America .....	177
Report of Secretary of War Belknap .....	74
Restriction on changes in salaries .....	88
Rogers, Samuel L., statement of .....	213
Roosevelt, Franklin D., statement of .....	139

## S.

Salaries:	
Department of Commerce .....	205
Increased from lump-sum appropriations, protest against this law .....	93.95
Office of the Surgeon General .....	80
Restriction on changes of .....	88
Saltzgaber, G. M., letter from .....	167
Scotfield, John C., statement of .....	102
Scriven, George P., statement of .....	103
Semitic and oriental literature .....	278
Sergeant of park watchmen .....	65
Shafroth, John F., statement of .....	136
Sharpe, Henry G., statement of .....	101

	Page.
Law, A. W., statement of.....	171
Shipbuilding, progress of.....	249
Signal Corps.....	103
South and Central America, promoting commerce in.....	193, 235
Space, apportionment of, in the War, State, and Navy Department Building..	72
Standards, Bureau of.....	198
Assistant to the director.....	205
Clay products, investigation of.....	201
Fire-resisting properties, investigation of.....	203
Mechanical appliances, testing of.....	204
Public utility standards.....	199
Salaries.....	198
Structural materials, testing of.....	200
State Department.....	283
Charwomen.....	290
Clerks.....	288
Contingent expenses.....	290
Drafting officers.....	284
Legal force.....	285
Messengers.....	290
Rent of buildings in the District of Columbia.....	291
State, War, and Navy Department Building, elevator for.....	63
Stationery, War Department.....	103
Steamboat Inspection Service.....	246
Steam Engineering, Bureau of.....	146
Stewart, Ethelbert, statement of.....	109
Stratton, S. W., statement of.....	198
Supervising Architect:	
Office of.....	34, 46-54
Salary.....	50
Supplies and accounts.....	150
Supplies:	
Botanic Garden.....	162, 164
Purchase of.....	143
Surety bonds, section of.....	33
Surgeon General of the Public Health Service, Office of.....	40
Surveyors general.....	265

## T.

Tallman, Clay, statement of.....	263
Technical employees, Land Office.....	264
Temporary services, Office of the Commissioner of Internal Revenue.....	38
Tieman, Edward C., statement of.....	164
Trade-marks, Patent Office.....	272
Traveling expenses:	
Botanic Garden.....	162, 164
Civil Service Commission.....	24
Department of Commerce.....	208, 211
Land Office.....	264
Treasurer of the United States, Office of.....	36
Treasury Department.....	30
Chief clerk and superintendent office of.....	30
Coast Guard, office of.....	39
Collecting internal revenue.....	42
Comptroller of the Currency, office of.....	36
Contingent expenses.....	41
Customs, Division of.....	32
Director of the Mint, Office of.....	39
Engraving and Printing, Bureau of.....	39
General Supply Committee.....	32
Income tax, collecting the.....	43
Income-tax roll.....	37
Independent Treasury.....	44
Interior Department, Office of the Auditor for.....	35
Internal Revenue, Office of the Commissioner of.....	37

Treasury Department—Continued.	Page.
Loans and currency section.....	33
Mints and assay offices.....	44
National currency, reimbursable.....	37
Navy Department, office of the Auditor for.....	35
Office of the Secretary.....	30
Printing and stationery.....	34
Public Health Service, Office of the Surgeon General.....	40
Salaries and expenses of agents and officers of internal revenue.....	43
Secretary, office of.....	30
Supervising Architect, Office of.....	34
Surety bonds section.....	33
Temporary services in the office of Commissioner of Internal Revenue....	38
Treasurer, office of.....	36
War Department, office of the Auditor for.....	34
Typewriter copyists, Patent Office.....	268
Tyrer, Arthur J., statement of.....	248, 255

U.

Uhler, George.....	247
Union Pacific Railway fund.....	263

V.

Vacancies in the Pension Office.....	166
--------------------------------------	-----

W.

War Department.....	71
Office of the Auditor.....	34
War, State, and Navy Department Building, apportionment of space in .....	72
Washington Gas Light Co.....	274
Watchmen, Bureau of Engraving and Printing.....	39
Watson, Robert.....	105
Wetmore, James A.....	46-54
Wireless communication laws, enforcement of.....	258













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# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL

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## HEARINGS

BEFORE THE

## SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

SIXTY-FOURTH CONGRESS

SECOND SESSION

ON

## H. R. 18542

A BILL MAKING APPROPRIATIONS FOR THE LEGISLATIVE, EXEC-  
UTIVE, AND JUDICIAL EXPENSES OF THE GOVERNMENT  
FOR THE FISCAL YEAR ENDING JUNE 30, 1918,  
AND FOR OTHER PURPOSES

---

Printed for the use of the Committee on Appropriations



WASHINGTON  
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1917

**SUBCOMMITTEE ON LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL.**

**THOMAS S. MARTIN, Virginia, *Chairman.***

**LEE S. OVERMAN, North Carolina.**

**REED SMOOT, Utah.**

**NATHAN P. BRYAN, Florida.**

**GEORGE T. OLIVER, Pennsylvania.**

**JOE T. ROBINSON, Arkansas.**

**KENNEDY F. REA, *Clerk.***

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

WEDNESDAY, JANUARY 3, 1917.

UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met in the room of the Committee on Appropriations at 10.30 o'clock a. m., pursuant to call.

Present: Senators Overman (acting chairman), Bryan, Smoot, and Oliver.

The subcommittee thereupon proceeded to consider the bill (H. R. 18542) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1918, and for other purposes.

## STATEMENT OF HON. HENRY F. ASHURST, A SENATOR FROM THE STATE OF ARIZONA.

ASSISTANT CLERK, COMMITTEE ON INDIAN AFFAIRS.

Senator ASHURST. Mr. Chairman and Senators, I wish to ask your attention to an item that will be found on line 21 of page 5 of the bill:

Indian Affairs: Clerk, \$2,500; assistant clerk, \$1,440; messenger, \$1,440.

I am chairman of the Committee on Indian Affairs. The clerk of that committee is paid, in my judgment, an adequate and proper compensation, although he is employed every day in the year. We handle every year \$10,000,000 of appropriations, 8,000 employees, 300,000 Indians, and a billion dollars' worth of property. My assistant clerk, who also works every day in the year on that committee, gets \$1,440 a year, whereas in the case of the Committee on Private Land Claims, which never meets, and of which Senator Lodge is chairman, the position analogous to my assistant clerk pays \$1,800.

The Committee to Investigate Expenditures in the Interior Department, of which Senator Smoot is chairman, never meets. I am a member of that committee. The position analogous to that of this young man, who is my assistant clerk, pays \$1,800. In other words, there is a very wide disproportion. I am not complaining because other committees having assistant clerks pay them \$1,800; they ought to get \$1,800; but here is a gentleman, the assistant clerk of Indian Affairs, who is employed every day in the year to keep up with the Indian work and who only receives \$1,440. It is clearly an oversight—an omission. I will show you why it is an omission.



Senator OVERMAN. You want to have the compensation of the assistant clerk increased to \$1,800?

Senator ASHURST. Yes; and I will show you why in just a moment. The Committee on Agriculture and Forestry is a committee of the same class and the same work as Indian Affairs. The same position with that committee pays \$1,800. District of Columbia is about the same kind of a committee, having charge of the same amount of appropriations, and its assistant clerk receives \$1,800 per annum. The Committee on Education and Labor rarely meets. I am a member of that committee. Its assistant clerk receives \$1,800 per annum. It is the same way with the Committee on Expenditures in the Interior Department. As I have said, that committee never meets. I am a member of it. That assistant clerk receives \$1,800, and he should get \$1,800. The same is true of the Committee on Interoceanic Canals.

Senator SMOOT. Of course, that is my committee.

Senator ASHURST. I am not complaining of that. He should get \$1,800. I was pointing out, Senator Smoot, that in the case of the Committee on Indian Affairs, which handles \$10,000,000 annually, which has to do with 165 Indian reservations, 8,000 employees, and a billion dollars' worth of property, its assistant clerk receives only \$1,440, whereas on all the other committees of like standing and like work this clerk receives \$1,800.

Consider the Committee on Public Lands. That committee is quite comparable in its work to the Indian Affairs Committee. They are about the same.

Senator SMOOT. Oh, we meet a great deal more than your committee does.

Senator ASHURST. Oh, no. The Indian Affairs Committee met every day during the holidays, except Christmas, Sundays, and New Year's.

Senator SMOOT. That was when you had an appropriation bill before you. The Committee on Public Lands meets every Wednesday and many and many times during the night, and often three or four times a week.

Senator ASHURST. So does the Indian Affairs Committee.

Senator SMOOT. But that is just when you have an appropriation bill, while this is whenever the session is going on.

Senator ASHURST. But I was going to point out that the Public Lands Committee have been granted an additional clerk, giving them four, which is right, whereas my committee, which is of equal standing importance and equal work, only gets three employees, and one of them is paid \$1,440. I should like to have that salary raised. It is an injustice.

Senator OVERMAN. What you want is "assistant clerk, \$1,800"?

Senator ASHURST. Yes; I should like to have that, on page 5, line 21. It is clearly an oversight, in my judgment.

Senator SMOOT. No; it is not an oversight. It has been this way for a good while, and never has been changed; but I do not know that it has been called to the attention of the committee before.

Senator ASHURST. I wish to be distinctly understood as not making any complaint about the other committees.

Senator SMOOT. Oh, certainly.

**Senator OVERMAN.** We will take up the matter with the full committee later on.

(The following statement of salaries, submitted by Senator Ashurst, was directed to be made part of the record:)

Committee.	Clerk.	Assistant clerk.
Agriculture and Forestry.....	\$2,500	\$1,800
Banking and Currency.....	3,000	1,800
Claims.....	2,500	2,000
Commerce.....	2,500	2,220
District of Columbia.....	2,500	1,800
Education and Labor.....	2,220	1,800
Engrossed Bills.....	2,220	<sup>1</sup> 1,800
Expenditures in the Department of the Interior.....	2,220	<sup>2</sup> 1,800
Immigration.....	2,220	1,800
Interoceanic Canals.....	2,500	1,800
Interstate Commerce.....	2,500	1,800
Military Affairs.....	2,500	2,220
Pacific Islands and Porto Rico.....	2,220	1,800
Pensions.....	2,500	1,800
Philippines.....	2,220	1,800
Private Land Claims.....	2,220	<sup>3</sup> 1,800
Public Lands.....	2,500	1,800
Indian Affairs.....	2,500	1,440

<sup>1</sup> (R) Warren, chairman.

<sup>2</sup> (R) Smoot, chairman.

<sup>3</sup> (R) Lodge, chairman.

## STATEMENT OF HON. ROBERT LANSING, SECRETARY OF STATE.

Wilbur J. Carr, director of the Consular Service, and Ben G. Davis, chief clerk of the State Department, appeared.

**Senator OVERMAN.** Mr. Secretary, we shall be glad to hear from you.

### CHIEFS OF BUREAUS.

**Secretary LANSING.** The first item to which I wish to call attention is in regard to the request we made in our estimates for increases in the salaries of the chiefs of bureaus.

**Senator OVERMAN.** What line is that?

**Secretary LANSING.** Line 22 on page 32. They have always been paid \$2,250 and \$2,100. There are seven of these bureau chiefs. I think the total amount of the appropriation will be \$2,500.

**Senator SMOOT.** There are two of them who have always received more than the other five.

**Secretary LANSING.** Yes; but that is merely a remnant of an old system; that is all. There is absolutely no reason for such a difference. There never has been.

**Senator OVERMAN.** I notice that we have here a letter from you, Mr. Secretary, about this matter. Do you want that to go in the record?

**Secretary LANSING.** I should, I think; yes.

(The letter referred to is here printed in full, as follows:)

DEPARTMENT OF STATE.  
Washington, December 27, 1916.

DEAR SENATOR MARTIN:

In the consideration of the legislative, executive, and judicial appropriation bill (H. R. 18542) as passed by the House of Representatives December 19, 1916, may I not suggest to your committee several slight amendments with reference to the appropriations for the Department of State, which, in my judgment, will accomplish both worthy and meritorious objects.

In submitting the estimates I requested a slight increase of salary for the seven chiefs of bureaus with the following remarks relative thereto:

"The greatly increased work of the department during the past three years, both in volume and importance, has imposed correspondingly increased duties and responsibilities upon the chiefs of bureaus. These positions are filled by men who have risen from the ranks of the department; they have attained to expertness in the special and particular work incident to the transaction of international affairs, and it is believed that their enlarged duties, arising from the European war and general world conditions, merit the increase of salaries herein recommended."

I very earnestly hope that your committee, in line with the above recommendation, may feel justified in amending the House bill by striking out, in line 22, page 32, the words "two at \$2,250 each, five at \$2,100 each" and inserting "seven at \$2,500 each."

I also urged in the estimates that the seven laborers employed in the Department of State at a salary of \$600 each be placed upon a footing with laborers employed in the other executive departments who receive a statutory salary of \$660. There is no apparent reason for such discrimination. A salary of \$50 per month is so inadequate under existing conditions as to require no comment. An amendment to strike out "at \$600 each," in lines 6 and 21, page 33, will accomplish the desired object.

The bill as it passed the House provides for the purchase of an automobile for the official use of the Secretary of State. If this provision secures final approval, the department will dispose of the horses and carriages now a part of its establishment. In this event it is suggested that the words "driver, \$840; hostler, \$720," in line 7, page 33, be stricken out and that the words "chauffeur and assistant, at \$840 and \$720, respectively," be inserted in lieu thereof.

I have also to urge that there be inserted the following provision after line 17, page 34:

"The Public Printer is hereby directed to remove within 30 days after the passage of this act all printing machinery, material, etc., from all rooms in the State, War, and Navy Building now assigned to the Department of State.

The crowded condition of the State Department has reached the stage that additional room for rapidly increasing records must be made immediately available. The department will arrange to have its printing in entirety done at the main Government Printing Office, and upon removal of the printing plant from the rooms it now occupies can find some additional record space absolutely and immediately required.

I submit these suggestions for your thoughtful consideration in the hope that the committee may find them worthy of favorable action. I am, my dear Senator,

Very truly, yours,

ROBERT LANSING.

Hon. THOMAS S. MARTIN,

*Chairman Committee on Appropriations,*

*United States Senate.*

Secretary LANSING. You realize that the bureau chiefs have charge of all the routine work of the department, and it really requires expert men. If we did not have expert men, we would get into very grave difficulties, and it becomes harder and harder to get competent men. Of course, as a rule, they come up from the service, but they are very much underpaid.

Senator OVERMAN. You say there is no difference between these bureaus, and all the chiefs ought to have the same compensation?

Secretary LANSING. They all ought to have the same compensation. There is practically no difference. The work used to be different on account of the fact that we did not have divisions. When we did not have divisions there were two of the bureaus—the diplomatic bureau and the consular bureau—whose chiefs received \$150 more than the others, because they had to do so much of the work that is now done by division chiefs in the matter of drafting documents, etc.; but at the same time the routine work of the department

as been enormously increased, as you gentlemen know, and they are very much underpaid. We lost one of our best chiefs a year and a half ago. He was offered a compensation of \$10,000, and thought he could not refuse it. But a good many have been offered more compensation than they are paid by the Government, and still they remain with the Government. They like the work; they are familiar with it, and they are of value to the Government. They are men of very considerable capacity, very competent, and especially competent in their particular lines. I think it is only justice to them to grant these increases, especially in view of the increase in the cost of living. It is not a large salary for the work they do. In fact, it is too small. It ought to be more than \$2,500.

Senator OVERMAN. You realize the fact that everybody wants an increase.

Secretary LANSING. Exactly so, sir.

Senator OVERMAN. And we would like to give them an increase if we could.

Secretary LANSING. We have asked very little, I think, in the way of increases in our department. You were so good to us last year that we have been able to keep down our estimates this year, although I was informed by Mr. Adey, who sees all the mail, that the mail has almost doubled in the year. But we are better organized than we were, and we have provided more or less for just such a situation.

Senator SMOOT. I think we gave you last year everything you asked for.

Secretary LANSING. You did, sir. You were very generous, indeed, and we needed it; and that is the reason why this year I think we have asked for practically no additional force.

#### ASSISTANT TELEPHONE OPERATOR.

Senator OVERMAN. What is the next item, Mr. Secretary? On page 33 I notice that you asked for \$15,000 for emergency clerical service.

Secretary LANSING. We have asked for an increase for an assistant telephone operator.

Senator SMOOT. The House has given you one.

Secretary LANSING. Yes. This is the pay of the assistant. The department has one operator at \$720 and an assistant operator at \$600, and they do identically the same work.

Senator SMOOT. That is in the bill. We gave you two telephone switchboard operators.

Mr. DAVIS. Yes; that has been provided for.

Senator SMOOT. We left out the assistant telephone switchboard operator, and gave you the two operators at the same salary.

Secretary LANSING. Oh, yes. I just wanted to call attention to it so that it will be retained.

Senator SMOOT. It will not be touched.

#### LABORERS.

Secretary LANSING. Then there is the matter of laborers. They receive \$600, and I think the law provides for laborers a compensation of \$660. That is in line 6, page 33.

## CHAUFFEUR.

Senator OVERMAN. You asked something about this "driver and hostler" being changed to "chauffeur."

Secretary LANSING. That is only in case you gentlemen see fit to grant my request for an automobile.

Senator OVERMAN. The automobile has been granted already.

Senator OLIVER. An automobile instead of a carriage?

Secretary LANSING. Yes. In other words, this amendment is simply to change the word from "driver" to "chauffeur." We simply ask for a change of the name.

Senator OVERMAN. Are you going to get rid of your horses?

Secretary LANSING. Oh, yes, Senator.

Senator OVERMAN. You do not need a hostler, do you?

Secretary LANSING. No; but we ought to have an attendant to take care of the car and to be a substitute.

Senator OVERMAN. Can not the driver do that?

Secretary LANSING. He can do it to a certain extent, but the man that drives me is a pretty busy man. I am going practically all the time, and I could hardly ask one man to do all that work.

Senator SMOOT. What do you want? Do you want a chauffeur?

Secretary LANSING. Just an attendant. I do not know what the title would be—"assistant chauffeur," perhaps.

Mr. DAVIS. Instead of "driver and hostler."

Senator OVERMAN. You can not get a good driver for \$840, can you? Can you not do all this work with one man, and compromise on the salary, and get a good driver to attend to your car, too?

Secretary LANSING. A good mechanician?

Senator OVERMAN. Yes.

Secretary LANSING. I think we can get a good driver for that.

Senator BRYAN. I should think you would like better to have one good man.

Senator OLIVER. I think we ought to allow \$100 a month for caring for the machine, because I do not believe you can get the kind of man you want for much less, Mr. Secretary.

Senator OVERMAN. Suppose we strike out the hostler and give you \$1,200?

Senator SMOOT. I would not have a cheap chauffeur. That is the most expensive thing on earth. If we give you \$100 a month for the car, then you can get your chauffeur, and if he has to have the machine washed, or anything like that, he can do it.

Senator OVERMAN. The contingent expenses provide for all that. on page 34.

Secretary LANSING. Yes; I understand that.

Senator OVERMAN. I see. If you should get a good chauffeur and pay him well, it would be better.

Senator SMOOT. As far as that is concerned, can we not just go to work and cross that out entirely and have you take it out of this \$9,000 that the House has allowed you, on page 34, for maintenance and repair of motor-propelled passenger vehicles? It comes in, you know, under "maintenance and repair."

Senator BRYAN. No: that does not authorize him to employ the chauffeur.

Senator SMOOT. We can put it in there, then.

Senator BRYAN. Why not strike out "driver and hostler," and put in "chauffeur, \$1,200"?

Senator SMOOT. You would not want that. You can get that kind of a man for \$85 a month.

Secretary LANSING. If we had authority under the contingent fund, a chauffeur would have to be specifically provided, would he not?

Senator SMOOT. Yes. I say, strike out "driver, \$840; hostler, \$720." and put in "chauffeur," at whatever we are going to give; and then, out of this appropriation for maintenance and repair of a motor-propelled vehicle, you are entitled to pay for the maintenance and repair of it, and so on.

Secretary LANSING. Yes; so I understand.

Senator SMOOT. So that all we would have to do would be to provide the one man here; in other words, put in a chauffeur at \$1,080, say, to make it perfectly safe.

Secretary LANSING. But the trouble with this, Mr. Senator, as I said, is that it is going to be very hard for one man to do the work. I would have to keep him busy a great deal of the time.

Senator OVERMAN. Most of the chauffeurs work all the time, do they not?

Secretary LANSING. I know they do.

Senator SMOOT. They do not keep you out until 2 or 3 o'clock in the morning.

Secretary LANSING. Indeed they do not.

Senator SMOOT. There are lots of others that do.

Senator OVERMAN. If you get a first-class chauffeur, he will stay by you as long as you wish.

Senator SMOOT. What I think we should do there is to give the chauffeur \$90 a month, and then you can get a good one, and the balance of it you can take out of the \$9,000.

Secretary LANSING. All right, sir.

#### EMERGENCY CLERICAL SERVICE.

Senator OVERMAN. What is the next item? There were full hearings in the House, which we have, and I should not like to go over the matters embraced in those hearings. I notice here an item for emergency clerical services.

Secretary LANSING. I was going to speak about that. There appeared in our estimates an item of \$15,000 for emergency clerical services. Last year, you remember, it was arranged so that the general emergency fund in the Diplomatic and Consular appropriation was made available for extra clerical services in the District of Columbia. I really did not realize, when going through our estimates, that this item of \$15,000 was in. Experience has proven that we are not going to spend over \$10,000 this year, I believe, for emergency clerical services. As a result of having it in the emergency fund, I have a more direct control over it, and I am responsible for the expenditure. If you put in your \$15,000 fund for extra clerical services, the chances are, you know, that it will be utilized, or some gentleman may urge us to utilize it.

Senator SMOOT. Why not leave that out entirely, Mr. Secretary?



Secretary LANSING. I am perfectly willing to leave it out and to continue what was done last year in the matter of the emergency fund. I think I explained that to you gentlemen last year.

Senator SMOOT. Last year this was the wording of it:

For emergency clerical service, to be expended by the Secretary of State, in his discretion.

The appropriation of \$30,000 for the fiscal year 1916 was omitted for the fiscal year 1917, being a reduction of \$30,000.

Secretary LANSING. That is correct.

Senator SMOOT. But then we gave you there, named in the bill, an officer to aid in important drafting work, at \$4,500, and all the clerks specifically named in the bill, amounting to \$126,960.

Secretary LANSING. Yes; but that is not in relation to the emergency fund. It was understood, you know, with the committee having charge of the diplomatic and consular bill, that the emergency fund would be available for expenditures in the District.

Senator SMOOT. This is what the act contains——

Senator OVERMAN. I call your attention to the diplomatic bill, which we are not considering now. On a point of order this was stricken out:

*Provided, That in his discretion the President may employ part of this fund for the payment of personal services.*

That is the \$200,000.

Secretary LANSING. Yes. That was stricken out. That is true.

Senator OVERMAN. That seems to have some connection with this.

Secretary LANSING. It does. They are directly connected with each other. I have since seen Mr. Byrns, who raised the point of order, and I have explained to him the very great necessity which we have of paying certain people in this District at different times. For instance, we can not pay a commissioner here for a meeting of the Mexican Commission. We can not pay them their salaries here, and yet it can not come out of any fund but the emergency fund: so we are much embarrassed by this limitation.

Senator OVERMAN. If you should get this language back, you would not want this provision in this bill?

Secretary LANSING. No; that is just the point.

Senator OVERMAN. That is the point I make.

Senator SMOOT. But if we put in the language that was put in before, that will cover it. As I was just about to state when I was interrupted, the last bill provided this:

No money appropriated by any other act except the appropriation of \$200,000 for emergencies arising in the Diplomatic and Consular Service made in the Diplomatic and Consular appropriation act for the fiscal year nineteen hundred and seventeen, page one hundred and nine, shall be used during the fiscal year nineteen hundred and seventeen for employment and payment of personal service in the Department of State at Washington, District of Columbia.

Secretary LANSING. That is all right.

Senator SMOOT. That allows you to use, out of your emergency fund of about \$200,000, what you need here in the employment of persons in the District of Columbia. That is in the last act.

Secretary LANSING. Yes; and all we ask is that it stand in the same way. Mr. Byrns understands it now.

Senator OVERMAN. I brought up the question of the diplomatic bill because it related to this, you know.

Secretary LANSING. Yes.

Senator SMOOT. This wording would allow what he wants.

Senator OVERMAN. Without the language that the House put in?

Senator SMOOT. Without that language.

Senator OVERMAN. The question is whether we shall put it in the consular bill or in this one.

Senator SMOOT. We had it in the legislative bill last year.

Secretary LANSING. I would suggest that you keep it in just the same way.

Senator SMOOT. And we referred to the Diplomatic and Consular appropriation bill.

Secretary LANSING. I think you would have to have the reference in both bills, would you not?

Senator OVERMAN. What is the next item, Mr. Secretary?

Senator OLIVER. Have you decided what to do with that?

Senator OVERMAN. That provision goes out here, and we will change the other language.

Secretary LANSING. You will restore that language in the Diplomatic and Consular appropriation bill?

Senator OVERMAN. Yes; or we will put the language in there.

Secretary LANSING. I think you will find no objection, when it goes into conference, on account of the restoration.

PRINTING OFFICE, DEPARTMENT OF STATE.

Secretary LANSING. The only other thing that I wish to mention is on page 34, after line 17, and that is the removal of the printing office. After line 17 I should like to have this item inserted:

The Public Printer is hereby directed to remove, within 30 days after the passage of this act, all printing machinery, material, etc., from all rooms in the State, War, and Navy Building now assigned to the Department of State.

Senator SMOOT. I should want to inquire into that.

Secretary LANSING. I wish you would. I wish you would come and see the situation.

Senator SMOOT. It is not a question of cost so much as it is a question of just how far you want that to extend. In the past, you know, the State Department has always objected to taking its printing to the Government Printing Office.

Secretary LANSING. I know that.

Senator SMOOT. For the last eight years I have tried to convince them that it was the best thing for them to do. Almost all of the other departments have done it, but they have always had an excuse to prevent its being removed. Do I understand by this that you are willing to remove all that printing to the Government Printing Office?

Secretary LANSING. We are more than willing; we want it done.

Senator SMOOT. Then I say just put it in.

Secretary LANSING. I am very anxious to have it done. We have two or three reasons for it. We are so overcrowded that we have not to-day space for the index files in the department; they will be entirely full in four weeks. We do not know what we are going to

do, we are so in need of space. We need that printing office space very much.

Senator SMOOT. I am glad something brought you to that position. It is certainly the businesslike one.

Secretary LANSING. We have been doing all our printing for the last six months, I think, at the Government Printing Office. We have not used this branch printing plant at all. The War Department is the only one that uses it.

Senator OVERMAN. They want to print those little Army notices there, do they not?

Secretary LANSING. I believe so. Another cause of complaint is that the machinery is right under the solicitor's office in the State Department, and they can not work with it grinding away all the time.

Senator OVERMAN. I think it ought to go.

Senator SMOOT. Put it in.

Senator OVERMAN. We have been trying to do this for years. We are very much obliged to you, Mr. Secretary.

Secretary LANSING. Not at all, sir. If there is anything else, I shall be very glad to answer any questions.

Senator OVERMAN. We shall take up later the diplomatic bill. I do not know whether you will want to be heard then or not.

Secretary LANSING. I do not know. There are some items in it about which I may have something to submit, but I do not think I care to take it up now.

Senator OVERMAN. I will call it to your attention when we take it up. It will come up next.

#### STATEMENT OF HON. HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

Senator OVERMAN. Mr. Putnam, we shall be glad to hear from you.

##### CLERICAL FORCE, LIBRARY OF CONGRESS.

Mr. PUTNAM. Mr. Chairman, there is really only one matter of which I wish to speak. I asked for four additional low-grade positions in the general service. One of the four was granted.

Senator OVERMAN. On what page is it?

Mr. PUTNAM. One of the four that was granted is on page 21, line 18—a \$1,200 position. That was granted. The other two are as follows: One assistant in the reading room for the blind, at \$780, who would come in on page 22, under "Reading rooms"—

Senator OVERMAN. "One assistant in room for blind, \$780."

Mr. PUTNAM. Yes; and then two at \$900 in the Semitic and oriental division, which come on page 24, at the top. Mr. Chairman, I would not urge both of those \$900 salaries now, but would urge one of them. We needed them both to complete the organization originally planned there, but if we could be granted one of them it would help us greatly.

Senator OVERMAN. You had this matter up at the last session. Did we grant you anything at all then?

**Mr. PUTNAM.** Nothing in that division; no, sir. The reading room for the blind has but the one attendant, and she can not cope with the routine work. She can not be there all the time, and the lack of even a very subordinate assistant to her cramps the work of the room a good deal. It is a sort of bureau of information.

**Senator OVERMAN.** Do the blind take advantage of it much?

**Mr. PUTNAM.** Of course, the blind that are here in the District do. It is not that they are very numerous; but what we are doing there for them goes out in the form of information all over the country, through visitors that come here, through correspondence, and in circulating notes to the blind in the various States that have no adequate facilities for them. All that work has to be carried on in that room. One subordinate assistant there at \$780 would greatly amplify the service of the room at relatively small cost. Both those items are explained in this printed letter of estimates where the arrow points; and, in view of the important matters you have on hand, I think I ought not to go into the subject in detail.

**Senator OVERMAN.** We are very much obliged to you, sir.

#### **STATEMENT OF H. M. McLAREN, PRESIDENT OF THE FEDERAL EMPLOYEES' UNION.**

Thomas F. Flaherty, secretary treasurer National Federation of Post Office Clerks; Joseph H. Hurley, representing employees of the government of the District of Columbia; William J. Wallis, representing District of Columbia public-school employees; and N. P. Alifas, president of District No. 44, International Association of Machinists, appeared.

#### **INCREASE OF COMPENSATION OF GOVERNMENT EMPLOYEES.**

**Senator OVERMAN.** Please state your name for the record.

**Mr. McLAREN.** My name is H. M. McLaren. I am president of the Federal Employees' Union. I represent the organized Government employees throughout the country, and the A. F. of L. conference on the subject. We are particularly concerned with section 7 of the legislative bill, which provides for blanket increases of 5 and 10 per cent. It is our contention that these increases are not sufficient to meet the needs, and that greater increases are justified by the existing conditions. We fully appreciate the motives underlying the action of the House in granting these increases, but wish to call attention to the necessity of a larger percentage.

Many believe that there should be an increase, but think that it should be in the nature of a reclassification. A reclassification is necessary, but the necessity for increase in wages is so vital and pressing at this time that should we await a reclassification it would take a great deal of research and work to make it effective. In the meantime we will suffer for this increase which is required at this time. There is no other manner in which we can get these increases than by coming to Congress for them. Administrative officials, as a rule, do not have the authority to grant the increases. In the few cases where they do have the authority they are limited by the

amount of money appropriated, so that they can not grant the increases.

You are doubtless familiar to some extent with the action taken by the House in granting the 5 and 10 per cent increase, and with the fact that the 10 and 20 per cent increase which we asked for was voted down. We submitted the 10 and 20 per cent proposal in the hope that it would increase the salaries to that extent.

Senator OVERMAN. You asked for a horizontal increase all along the line?

Mr. McLAREN. A horizontal increase; yes, sir. That was voted down, however, because of the amount of money involved, and because the existence of a deficit was pointed out by the chairman of the Appropriations Committee and by Mr. Rainey, of Illinois. Now, we are submitting as a suggestion to the Senate a compromise proposal; and we have prepared figures to show what it would cost to grant increases of 15 per cent to those receiving \$900 or less, 10 per cent to those receiving more than \$900 and not more than \$1,500, and 5 per cent to those receiving more than \$1,500 and not more than \$1,800. Those increases will cost a total of \$38,000,000. The 5 and 10 per cent increases will cost about \$25,000,000. I have here some tables which I have figured up, and will insert those in the record, if I may.

(The tables are as follows:)

Total employees.....	350,000
Total salaries .....	\$330,725,520
Less those over \$1,800 per annum.....	\$17,150,000
Total at \$1,800 per annum or less.....	\$313,575,520
Average salary, \$935 per annum.	

10 PER CENT INCREASE ON LESS THAN \$1,200.

Number of employees.	Rates of pay.	Increases, rates per—		Total amount of increase.
		Year.	Month.	
66,500	\$600.00	\$60.00	\$5.00	\$3,990,000
40,950	720.00	72.00	6.00	2,948,400
19,950	840.00	84.00	7.00	1,675,800
82,600	900.00	90.00	7.50	7,434,000
<sup>1</sup> 13,500	935.00	93.50	7.79	327,352
64,400	1,000.00	100.00	8.33	6,440,000
277,900				<sup>2</sup> 22,815,552

5 PER CENT INCREASE ON \$1,200 TO \$1,800, INCLUSIVE.

34,300	\$1,200.00	\$60.00	\$5.00	\$2,058,000
17,500	1,400.00	70.00	5.83	1,225,000
6,300	1,600.00	80.00	6.66	504,000
5,600	1,800.00	90.00	7.50	504,000
63,700				<sup>3</sup> 4,291,000

Number of employees.....	341,600
Total cost, 5 and 10 per cent increase.....	\$27,106,552

<sup>1</sup> Pieceworkers.

<sup>2</sup> Cost of 10 per cent increase.

<sup>3</sup> Cost of 5 per cent increase.

Increases at rates of 15 per cent for those of \$900 and below, 10 per cent above \$900 and less than \$1,600, 5 per cent at \$1,600 and not more than \$1,800 per annum.

COST OF 15 PER CENT INCREASE.

Number of employees.	Rates of pay.	Increases, rates per—		Total amount of increases.
		Year.	Month.	
66,500	\$600.00	\$90.00	\$7.50	\$5,985,000
40,950	720.00	108.00	9.00	4,422,600
19,950	840.00	126.00	10.50	2,513,700
82,600	900.00	135.00	11.25	11,151,000
210,000	.....	.....	.....	24,072,300

COST OF 10 PER CENT INCREASE.

13,500	\$935.00	\$93.50	\$7.79	\$327,352
64,400	1,000.00	100.00	8.33	6,440,000
34,300	1,200.00	120.00	10.00	4,116,000
17,500	1,400.00	140.00	13.33	2,450,000
119,700	.....	.....	.....	13,333,352

COST OF 5 PER CENT INCREASE.

6,300	\$1,600.00	\$80.00	\$6.66	\$504,000
5,600	1,800.00	90.00	7.50	504,000
11,900	.....	.....	.....	1,008,000

<sup>1</sup> Pieceworkers.

TOTALS.

Number employees..... 341,600  
Total cost 5, 10, and 15 per cent increases..... \$38,413,652

Increases at rates of 10 per cent for those of \$1,200 and not more than \$1,800 and 20 per cent for those at less than \$1,200.

COST OF 20 PER CENT INCREASE.

Number of employees.	Rates of pay.	Increases, rates per—		Total amount of increase.
		Year.	Month.	
66,500	\$600.00	\$120.00	\$10.00	\$7,980,000
40,950	720.00	144.00	12.00	5,896,800
19,950	840.00	168.00	14.00	3,351,600
82,600	900.00	180.00	15.00	14,868,000
64,400	1,000.00	200.00	16.66	12,880,000
<sup>1</sup> 13,500	935.00	187.00	15.58	654,704
277,900	.....	.....	.....	45,631,104

COST OF 10 PER CENT INCREASE.

34,300	\$1,200.00	\$120.00	\$10.00	\$4,116,000
17,500	1,400.00	140.00	11.66	2,450,000
6,300	1,600.00	160.00	13.33	1,008,000
5,600	1,800.00	180.00	15.00	1,008,000
63,700	.....	.....	.....	8,582,000

<sup>1</sup> Pieceworkers.

TOTALS.

Number of employees..... 341,600  
Total cost, 10 and 20 per cent increases..... \$54,213,104



Senator OVERMAN. Your estimate, then, covers everything—not only your department but every other?

Mr. McLAREN. It covers the whole service, excluding the fourth-class postmasters; yes, sir.

Senator OVERMAN. The difference between them is about \$13,000,000?

Mr. McLAREN. \$13,000,000; yes, sir. These increases will really amount to something to the individual man receiving them. The 5 and 10 per cent increase in the majority of cases is not sufficient to make a man feel that his salary has been increased. For instance, the 10 per cent increase to a man receiving \$600 is only \$5 a month. To the man receiving \$900 that is only \$7.50 a month. If you take a 15 per cent increase, it goes up 50 per cent more than that. In the case of the people receiving \$1,000 and \$1,200, and along there, a 10 per cent increase to them amounts to something, whereas the 5 per cent increase granted under the present bill will make a great many of them feel that they have not been recognized, that they have not been treated fairly, that they have been unjustly treated in the matter of the increases, because the cost of living has gone up to such an extent that such an increase does not by any manner of means meet the increased necessities.

These employees getting less than a thousand dollars a year are suffering hardships right now, particularly this winter. On such a salary an employee must devote his whole income to purchasing the necessities of life. He has no margin above the necessities on which he can indulge in any extravagances or any of the luxuries of life; and in many cases the employees are unable to obtain the necessities in clothing and shelter and warmth. In the grades between \$900 and \$1,800 there are thousands of employees who have been in the service for some time. They have come in and have been trained, have devoted their time to the work, have learned the methods, and after this training their services are indispensable to the Government and the public. They make up the very cream of the Government service. Their wages, in practically all cases, have not been changed since 1854. The act fixing the rates of pay of these employees was passed in 1854, and they have not been changed materially or generally since that time. On the contrary, the average rate of pay of these employees has been decreased by the creation of thousands and thousands of positions at the lower grades of salaries. In 1854 there were no salaries paid to clerks—taking that as an instance—of less than \$1,200. Since that time, positions have been created for clerks all the way down to \$720 and \$840. So, by that means, the average salary has been decreased.

These employees in the medium grades, you may say, are the ones who have been in the service some time. They have incurred obligations, in many cases; they have married; they have started in to buy homes. The increased cost of living has so embarrassed them that in a great many cases their obligations for the purchase of homes can not be met. They are strictly "up against it." As an illustration of the way the employees outside of Washington feel, I have here a telegram which was sent the other day by a number of employees in Portland, Oreg., to one of the Senators, stating that in the last few years the dollar has depreciated 39 cents for purchasing wheat, 14 cents for purchasing meat, 61 cents for purchasing potatoes, 65 cents for purchasing cotton, and 35 cents for purchasing

wool. This makes an average of 43 cents depreciation for these staples. There are men working in Portland eight hours a day for the Federal Government who are paid only \$660 a year, the purchasing power of which for bread, meat, potatoes, and clothing amounts to only \$376 per year in comparison with the previous purchasing power of this amount. They can not support their families on this compensation. Nearly all, if not all, corporations have increased wages to meet the increased cost of living, while the Federal Government has done very little in this connection.

Further evidence of the increased cost of food is contained in this comparison, which I will submit, showing the prices paid by a large vessel of the United States in the territory along the North Atlantic coast. These are the prices paid for staple articles during 1914-15 and during November, 1916. I will just read one or two items, and submit the balance for the record.

For instance, eggs were 27 cents a dozen in 1914-15, now they are 40 cents a dozen.

Beans were \$2.40 a bushel in 1914, now they are \$6.90 a bushel.

The average increase of those staples articles purchased by that vessel—and these are official figures taken from the purchase list of the vessel—shows that the average increase is 92 per cent for the provision bill of that vessel since 1915.

(The statement above referred to is as follows:)

*Comparison of the prices paid for principal articles of provisions for the years 1914-15 and November, 1916, at New Bedford, Mass.*

Article.	Price 1914-15.	Price Nov., 1916.	Increase.
			<i>Per cent.</i>
Beef by quarter.....	13½ cents per pound.....	14½ cents per pound.....	1.33
Eggs per 30-dozen lots.....	27 cents per dozen.....	40 cents per dozen.....	+ 48.1
Ham, whole.....	14 cents per pound.....	20 cents per pound.....	+ 42.8
Butter.....	30 cents per pound.....	40 cents per pound.....	+ 33.3
Onions.....	\$1.75 per 100 pounds.....	\$4.25 per 100 pounds.....	+ 142
Potatoes.....	55 cents per bushel.....	\$1.95 per bushel.....	+ 254.5
Flour.....	\$5.50 per barrel.....	\$11.75 per barrel.....	+ 113.6
Milk, evaporated, by case.....	\$3.40 per case.....	\$4.50 per case.....	+ 32.3
Sugar.....	\$4.50 per 100 pounds.....	\$7.90 per 100 pounds.....	+ 80
Beans, pea.....	\$2.40 per bushel.....	\$6.90 per bushel.....	+ 187.5
Turnips.....	60 cents per bushel.....	\$1.35 per bushel.....	+ 125
Lard, by tub.....	11 cents per pound.....	22 cents per pound.....	+ 100
Sausage.....	13 cents per pound.....	18 cents per pound.....	+ 38.4

Average increase, +92.2.

Mr. McLAREN. The Secretary of Commerce, on pages 37, 38, and 39 of his annual report for the fiscal year 1916, reviews the situation with regard to Government pay in a most comprehensive and satisfactory manner, and I should like to read excerpts from his report. This is the report of the Secretary of Commerce for the last fiscal year. He states, on page 37:

The service is embarrassed at times by the number of declinations of appointments received and resignations in the lower-grade positions. It is believed that, among other things, the establishment of a standard minimum rate of compensation for all clerical positions would have a beneficial effect upon the service. A better qualified class of persons would be attracted to these positions and the resignations would be less numerous. Material increases in the wage scale have been made in recent years in practically all lines of work in

the commercial world. This renders it more difficult for the Government to obtain persons of the type and qualifications desired for certain classes of positions.

Senator OVERMAN. We shall be glad to have you put those excerpts in the record without reading.

Mr. McLAREN. Yes, sir. I was just going to refer to the balance of it.

The Secretary makes a compilation at the bottom of page 37 showing that the present scale of wages for clerks was fixed in 1854, and cites the statutes. For the subclerical grades the present scale of wages was fixed in 1866 and 1870, and he cites the statutes. He states, on page 38, that for 60 years the compensation of these clerks has remained unchanged, but in the commercial world the daily wages in 1915 were two and one-third times as much as they were in 1854, when this wage scale was fixed.

He goes on to cite a number of bulletins and census reports with regard to the average scale of wages and the cost of living, stating that during the period 1854-1915 the total increase has been 14 per cent, whereas in the period of less than one year from 1915 to September, 1916, the increase was 32 per cent.

So you see, gentlemen, that this is a condition and not a theory that we are facing. These employees are confronted with this increase in the cost of living; and unless some wage increase is granted which will enable them to meet it in some adequate way, we can not tell what is going to happen to them.

I will ask to have inserted in the record the part that I read on page 37, the last paragraph on page 37, the whole of page 38, and all but the last paragraph of page 39.

(The matter referred to is here printed in full, as follows:)

[From the report of the Secretary of Commerce for the fiscal year 1916.]

The service is embarrassed at times by the number of declinations of appointment received and resignations in the lower-grade positions. It is believed that, among other things, the establishment of a standard minimum rate of compensation for all clerical positions would have a beneficial effect upon the service. A better qualified class of persons would be attracted to these positions and the resignations would be less numerous. Material increases in the wage scale have been made in recent years in practically all lines of work in the commercial world. This renders it more difficult for the Government to obtain persons of the type and qualifications desired for certain classes of positions.

\* \* \* \* \*

The following compilation has interest in connection with the facts relating to the cost of living of Government employees in Washington. The present scale of wages for clerks in the Government service, grouping them into four classes and fixing a salary of \$1,800, \$1,600, \$1,400, and \$1,200, respectively, per annum, for each of these classes, was fixed by the act of Congress approved April 22, 1854 (10 Stat., 276; sec. 167, Rev. Stat.), and has not been changed since that time. For the subclerical grades the rates of compensation were fixed by the acts of Congress approved July 23, 1866 (14 Stat., 207; sec. 167, Rev. Stat.), and July 12, 1870 (16 Stat., 250; sec. 167, Rev. Stat.).

For 60 years the rates of compensation to clerks have remained stationary, and for about 46 years to the subclerical grades. The available figures on file in the Bureau of Labor Statistics, based upon wages in selected industries, all of which, however, were not uniform for the entire period covered, but which can be accepted as typical, show an increase in daily average wage of 137.4 per cent from 1854 to 1915. In other words, daily wages in 1915 were two and one-third times as much as in 1854. These figures were taken from Senate Report No. 1394, Fifty-second Congress, second session, report of Senate Finance

Committee on wholesale prices, wages, and transportation, which on page 176 gives the average wage increase to 1891; Bulletin No. 77 of the Bureau of Labor Statistics, which on page 7 gives the average wage scale from 1891 to 1907; and Bulletin No. 194 of the Bureau of Labor Statistics, which on page 20 gives the average wage scale from 1907 to 1915. The reports on cost of living show that for the same period, 1854 to 1915, the increase has been 14.1 per cent. These figures are based on wholesale prices, and it is a fair assumption that the retail price increases will very closely approximate those of the wholesale price increases. Bringing the price figures up to the latest date for which they are available—the month of September, 1916—by using figures relating to retail prices of food, the increase over 1854 is 32.4 per cent. In other words, the increase from the average for 1915 to September 15, 1916, in price of food commodities as a group is greater than the increase of the average price for the whole period from 1854 to 1915. The increase during the nine months ended September 15, 1916, over the average price for the year 1915 is approximately 16 per cent.

For the last few years the figures showing wage increases are based on the union wage scale. It is a well-known fact that in many industries to-day wages in excess of the union scale are being paid.

Interesting in connection with this study are some pertinent figures shown by the General Review of Crop Conditions on October 1, 1916, issued by the Bureau of Crop Estimates of the Department of Agriculture. From this report it appears that the index figure of prices paid to the producers of the United States for principal crops on October 1, 1916, is about 27.6 per cent higher than a year ago, 19.9 per cent higher than two years ago, and 23.8 per cent higher than the average of the last eight years on the same date. This report also shows that the corn crop is estimated to be 11 per cent below the yield of last year; wheat, 40 per cent; oats, 20 per cent; barley, 22 per cent; rye, 15 per cent; white potatoes, 16 per cent; and apples, 14 per cent. The index figures of meat animals on September 15, 1916, show prices paid to producers of about 23.7 per cent higher than the figures of a year ago; 10.5 per cent higher than two years ago; and 22.5 per cent higher than the average of the last six years on the same date. All these facts point to a still higher charge for food supplies.

Rather startling are the figures compiled by the Bureau of Labor Statistics relative to wheat and flour for the period from May to September, 1916. The report on this subject shows that the average retail price of flour increased from \$7.62 per barrel in May, 1916, to \$9.39 per barrel in September, 1916, and press reports since that time indicate that the retail price of flour has gone to \$12 per barrel.

From the above statements it clearly appears that wages in all branches of industries have more than kept pace with the increased cost of living, but that no increase has been made in the wage scale of Government employees, notwithstanding the fact that since 1854 the daily task of all wage earners has been steadily decreasing, while the Government employee has received increased hours with no consequent increase in compensation to offset in a measure the increased living cost.

That living costs in the last few years have gone up to an unprecedented extent is not shown by governmental reports alone. The *Annalist* states that in the year ended September 30, 1916, the increase in a selected group of commodities arranged to represent a theoretical family's food budget has gone from 135 to 185, or an increase of about 37 per cent. The percentage of increase in food commodities shown by the *Annalist* compares with the official figures of the Bureau of Labor Statistics compiled to June 30, 1916.

Mr. McLAREN. The daily papers are replete with accounts of wage increases; and having been unable, through the Department of Labor or otherwise, to obtain any reliable statistics, I have within the last week collected a great many clippings from the daily papers with regard to increases and bonuses granted by employers in the commercial world. (Exhibiting to committee a large number of clippings). This first clipping starts off with saying that \$25,000,000 were distributed in the city of New York alone merely as Christmas bonuses. All these increases, you will realize, and all these bonuses, were granted on top of and in addition to increases in wages which

have been granted previously during the last year and in other years, whereas our wages have not been increased at all.

For instance, the Union Pacific has just granted a bonus of an extra month's pay to all employees. The Southern Pacific has granted an increase in wages of 10 per cent. The Steel Corporation at the beginning of 1916 restored a decrease which had been made of 12½ per cent to all employees. On top of that they increased wages 10 per cent, with an additional increase about September of 10 per cent more, making a total percentage of increase of 32½ per cent. As these increases were piled one on top of each other, however, the entire increase runs up to about 40 per cent during the last year for the Steel Corporation. The Standard Oil Co. and the Bell Telephone Co. have just granted very substantial increases to all of their employees. Innumerable other instances could be cited, as I show by these clippings here, of the increases that are being granted every day by corporations.

As you know, there have been increases granted to practically all of the higher officials and to the enlisted men and officers of the Army and Navy. They have been recognized, and this increased cost of living, as applied to them, has been recognized by Congress. It has also been recognized in the purchase of materials. A very large proportion of the increase in appropriations is due to the increased cost of materials purchased and used by the United States. The civilian employees, however, have not been recognized in these increases of appropriations.

The sentiment in favor of a larger increase in the House of Representatives is aptly shown by their action in regard to the special rule which was adopted by the House, permitting a discussion of the amount of the increase to be granted. The House, by an overwhelming majority, voted to permit a full discussion of the matter on the floor of the House, with regard to granting a greater increase. This sentiment for greater increases was overthrown and the increase defeated by the talk of the great deficit in the Treasury. This deficit is due almost entirely to the preparedness program, which the people of the United States have approved, and which they are willing to pay for in the shape of increased taxes.

The present revenue system was adopted several years ago, when the functions of the Government were much more limited than they are now. The Government is growing, and the cost of the Government must advance in proportion to its growth. The revenue system must be changed to meet the increased cost of administration. Congress should consider the fact that the United States has embarked upon a program of preparedness which is far beyond any even contemplated by the originators of the existing revenue measures; and we feel that this matter of the deficit should not be allowed to prevent an increase in Government wages. The employees are in no way responsible for the deficit. The increased cost should not be borne by them to any greater extent than it is borne by the other people of the country. These employees are citizens and taxpayers, just as are the other people of the United States. Their salaries are fixed by Congress, and unless Congress grants a reasonable increase we believe that a very grave injustice will be done.

We are told that there is a long waiting list of applicants for positions in the Government service. I wish to submit that this long



waiting list is due largely to the misleading advertisements of the civil-service schools, and to the circulars put out by the Civil Service Commission.

Senator OVERMAN. You say they are putting out misleading statements?

Mr. McLAREN. I said misleading advertisements by the civil-service schools, and the circulars published by the Civil Service Commission.

Senator OVERMAN. Oh! That is not the Civil Service Commission.

Senator BRYAN. By whom do you say the circulars are published?

Mr. McLAREN. The circulars are published by the Civil Service Commission. I was going to submit the circular to stand for what it is worth.

Senator SMOOT. I think every member of the committee knows how many applications he has for positions here, and I do not think there is any necessity at all of going into the details of that.

Mr. McLAREN. Senator, it is the matter of the qualifications of the applicants for the positions to which we wish to call attention. During the year 1915 there were 292,000 positions in the classified competitive civil service. There were only 167,000 applicants for examination. Of these, only 71 per cent passed the examinations, and 36 per cent were appointed. So you see that of the qualified applicants for these positions there is not such a long waiting list, despite all of the advertisements of the "high-salaried Government positions" and the circulars published by the Civil Service Commission.

Senator SMOOT. Seventy-one per cent passed the examinations and 36 per cent were appointed?

Mr. McLAREN. Yes.

Senator SMOOT. So the balance between the 36 per cent and the 71 per cent is still on the waiting list.

Senator OVERMAN. Let me see that circular.

(The circular was handed to Senator Overman.)

Senator OLIVER. I think, Mr. McLaren, the committee will be governed in its action by the feeling of what is just and due to the employees rather than by any idea of competition or the fact that their places could be taken by others.

Mr. McLAREN. Yes, sir; I hope so; but in view of the fact that this argument had been advanced as a reason why they should not be increased, we thought it well to refer to it.

Senator OLIVER. I do not think it has been very seriously advanced.

Senator SMOOT. I do not think it amounts to anything, because we all know that there are more applications for positions here than we can possibly take care of, and we are flooded with them from one end of the year to the other.

Senator OVERMAN. Do you say that there is any misstatement in this circular?

Mr. McLAREN. No, sir; I did not say there was a misstatement there. I said the misstatement was in the advertisements of the civil-service schools.

Senator OVERMAN. Then, this need not go into the record. I do not see any misstatement in it.



Mr. McLAREN. The argument has also been advanced that the employees, if they are not satisfied with conditions, might quit. I do not think I need go into that matter with the committee.

Senator OVERMAN. No; we understand that.

Senator SMOOT. We all understand that. The same thing is true of every other concern. It is no argument at all, because every one recognizes the condition there.

Mr. McLAREN. With regard to the reclassification, we are very willing and anxious to cooperate in any possible way to secure a suitable reclassification; but we submit that there is not time now to go into the details of the reclassification, and that the horizontal increase is the only practical method of doing justice to these employees.

Senator SMOOT. Would you not approve of a plan granting to each employee a bonus of a certain amount at this particular time, and then providing for a committee or a commission to go into the reclassification of the employees of all the departments of the Government? Of course, I know as well as I know that I am alive that there are some employees of the Government who are paid more than they are worth. There are a great many more who are not paid nearly what they are worth. Simply giving a horizontal increase only increases the discrepancy and is wrong, because it is a wrong. I have been trying to think out some way of granting a bonus to the present employees here, paying it to them outright, leaving the salary as at present, and then having a committee or a commission appointed for the very purpose of regulating the inconsistencies that we all know exist in the departments.

Mr. McLAREN. I believe that if such a plan were adopted it would be just as satisfactory to the employees as this horizontal increase.

Senator SMOOT. I think it would be a great deal more so.

Mr. McLAREN. Because the increase as at present constituted applies for only one year.

Gentlemen, we will close with this. I have a great deal of other matter here which I would put in, but I do not wish to take of your time. We hope that the committee will give serious consideration to the necessity for a greater increase than the House has granted.

Senator OVERMAN. Yes, sir; we will give it very serious consideration.

Senator BRYAN. Mr. McLaren, I want to ask you one question. You pointed out instances where private employers have increased the salaries of their employees. I believe you said two and one-third times in one case and in another case 30 per cent or over. After the increase was made how did the salaries paid by private employers compare with the salaries paid by the Government?

Mr. McLAREN. Senator, we have endeavored very hard to gather some information on that point. We have not been able to get it. The Department of Labor has been working on the same thing. We have not been able to obtain it.

Senator BRYAN. Do men in private employment now, after the increases have been granted, receive greater pay for their service than men in the Government service doing like work?

Mr. McLAREN. I believe they do.

Senator SMOOT. Some of them do and some of them do not.

Mr. McLAREN. It is not a thing that you can satisfactorily compare.

Senator OLIVER. You say the Department of Labor is trying to get statistics for us?

Mr. McLAREN. Yes, sir. I sent a communication to them this morning, and they referred to the latest compilation which they have made as that contained in a speech made by Congressman McGillicuddy, delivered last July, contained on page 12817 of the Congressional Record of July 14. This gives the number of salaries that have been increased and the number of employees who are involved, and shows that during the period from July 1, 1915, to May 15, 1916, approximately \$300,000,000 has been granted in wage increases by these corporations.

Senator OVERMAN. That does not answer Senator Bryan's question.

Mr. McLAREN. I am coming to that. He goes on to estimate that the average earning for all employees in the industrial service covered by that report was \$518 a year. That includes the laborers and everybody working—the Huns and Scandinavians and Slovaks and all of those people—throughout the steel country and the coal-mining country, and so on; but a conservative estimate would be that they had all received during that period a 10 per cent average increase.

Senator BRYAN. Do you happen to know what the average salary is in the civil service of the Government?

Mr. McLAREN. Only as given by the census reports, bulletin 94 of 1907.

Senator BRYAN. What is it?

Mr. McLAREN. That bulletin shows that the average salary for the 185,000 employees covered in that report, who were at that time in what is called the classified civil service, was \$948 per year. That does not include the laborers nor those——

Senator BRYAN. That includes all those laborers who are in the classified service.

Mr. McLAREN. Yes, sir; but the laborers ordinarily are not in the classified service.

Senator SMOOT. We know how many there are of those, and we know what they get, so we can tell exactly what it would be.

Mr. McLAREN. Yes, sir.

Senator OVERMAN. We are very much obliged to you.

#### **STATEMENT OF MAJ. GEN. HENRY G. SHARPE, QUARTERMASTER GENERAL OF THE UNITED STATES ARMY.**

Senator OVERMAN. Gen. Sharpe, any matters that were stated by you before the House committee that were taken down by the stenographer are before us. We should be glad to hear you on any new matter you have to state that is not in that report.

#### **PRINCIPAL CLERKS.**

Gen. SHARPE. Senator, the matter is covered by that report, and it simply consists in this: Our estimate was submitted for three clerks at \$2,000 a year, taking them from the \$1,800 class. They are chiefs of the principal branches in the office. We showed in the

report, sir, how we had made a saving of \$1,380 in the year, and we proposed to use \$600 of that saving in order to make the promotion of these three clerks. Those men are in charge of three of the principal branches in the office. We have asked, ever since the organization of the department, for six clerks at \$2,000 each, and last year we were granted three clerks at \$2,000. This is simply to perfect the organization which was always under contemplation from the time the department was consolidated.

Senator OVERMAN. You have estimated three at \$2,000 each?

Gen. SHARPE. Yes, sir; we estimated for that, and that was not granted, sir. Those men are the principal clerks.

Senator OVERMAN. How many were you given last year?

Gen. SHARPE. They gave us three, sir. We asked for six, and they gave us three. These three are simply to complete the organization that we now have.

Senator OVERMAN. You are just asking for the three that were not allowed last year?

Gen. SHARPE. Yes, sir. They are three of the most important branches of the office. One of them is the property branch, where the examinations take place for all this property that the Government has in its hands, and the checking-up of that is one of the most important works that we have in the office. The charges made against officers for failing to properly account for this property amount to a considerable sum—I should not like to say how much—during the year. Under the law all those property accounts must be settled in the office of the quartermaster general. Formerly—until, as you may remember, the Dockery commission—they were settled in the office of the Comptroller. We need a very thorough and competent man at the head of that branch, the same as we do in the administration and in the clothing branch, where so much of this expenditure takes place. We asked for only 30 clerks increase last year, although our expenditures have now gotten to be about \$275,000,000 a year; but we think we can handle the business by a proper organization of the office, and this organization is such as we suggested in the bill.

Senator OVERMAN. I have a letter from you, I suppose, pertaining to this same subject.

Gen. SHARPE. Yes, sir.

My estimate for 1918 abolished one position of laborer at \$480 per annum, made vacant by death, which it was not necessary to fill, and proposed three principal clerks at \$2,000 in lieu of three clerks at \$1,800. It also proposed changing the designation of two draftsmen to "structural engineers." Just a few days before the House committee held its hearings on the legislative bill one of our employees (a blue-print operator at \$900) was transferred to fill a vacancy in the department at large, and after ascertaining that the work he formerly did could be done in the photographic division of the Washington depot I informed the committee that his position need not be appropriated for. This made a reduction in the estimate of \$1,380, as compared with the appropriation for 1917, and after applying \$600 of that saving to the position of principal clerk a net saving of \$780 existed. The bill as it passed the House does not provide for the three principal clerks. It is the policy of the office to make reductions wherever possible. It will be remembered that in

he estimate for 1917 two positions aggregating \$4,300 were abolished, and Congress at that time authorized three of the six principal clerks at \$2,000, which we have been endeavoring to obtain since the consolidation in 1912.

The position of principal clerk is filled by the clerk in charge of branch; and as we have six branches of greater importance than the others, which therefore have greater responsibilities attached to them, it has been felt ever since the consolidation that in justice both to the men occupying those positions and to the entire office the salary should be one grade higher than the salaries allowed in the clerical grades. This condition has been corrected in three of the branches; and if the remaining three are authorized it will round out our organization as originally proposed, the need for which is seen more and more as the duties of the office are increased. These are important administrative positions of a supervisory nature, and their occupants substitute for the principal clerks of divisions whenever they happen to be absent. We have a large office—321 employees—and the work is very heavy. The principal clerks are held responsible for seeing that the work of their branches is properly performed, and great knowledge of laws and decisions is necessary in the proper expenditure of and accounting for approximately \$275,000,000 per annum, as will be done this fiscal year. They work long hours cheerfully in doing it, and I am firmly of the opinion that they should be given a little more than other clerks whose responsibilities are not so great. As pointed out, the pay of these positions can be fixed at \$2,000 without an increased appropriation. As submitted, we make a net saving this year of \$780.

I want to say also that because of the national-defense act the clerical work of the War Department has been enormously increased, our estimate being that our work has been increased 40 per cent. I estimated for 30 additional clerks; and had it not been that our branches are so well organized, and that the principal clerks are so faithful and competent in the discharge of their duties, a much larger estimate would have been absolutely necessary.

#### STRUCTURAL ENGINEERS.

In addition to that, Mr. Chairman, we are asking for a change in the designation of two men who are now carried as "draftsmen" to "structural engineers."

Senator OVERMAN. What line is that?

Gen. SHARPE. It is at the bottom of page 68. It says "three draftsmen." We want at least to insert there "1 structural engineer, at \$1,800" and then "2 draftsmen, at \$1,800."

Senator OVERMAN. Why?

Gen. SHARPE. The reason for that is that those men are really structural engineers, Senator. They are sent out——

Senator OVERMAN. What difference does it make what you call them?

Gen. SHARPE. It makes a great deal of difference when you send them out to supervise work such as one of these men was sent out recently to supervise. We had a bill for the construction of a \$30,000 bridge out at Fort Riley. The men are structural engineers. The man we sent is competent to pass upon work of that kind, and we

need men who are technical men to do that work. It rather puts the office at a disadvantage to simply say that we sent out a draftsman to report on that matter. In the same way we sent him down to Fort Oglethorpe. The hospital building there is settling, and we had to have the report of an expert as to what steps could be taken in order to correct that settling. Then we have sent them out to Youngstown, Ohio, to inspect processes for cement-block manufacture.

Senator OVERMAN. What difference does it make how you denominate these men?

Gen. SHARPE. It makes a great deal of difference when they come in contact with people on the outside, Senator.

Senator OLIVER. I can appreciate that myself. I think that in the case of a man who is sent out to deal with an engineer it will add to his weight to be known as an engineer.

Senator BRYAN. It does not cost any more.

Senator OVERMAN. No.

Senator SMOOT. It will next year.

Senator BRYAN. Why?

Senator SMOOT. It is the first step to an advance.

Senator OVERMAN. Usually when we change the denomination they say: "I have a higher position, and I want more money."

Gen. SHARPE. No, sir; he is not getting more money.

Senator OVERMAN. I know he is not this year, but next year he will want more money.

Gen. SHARPE. No, sir; we are asking for this simply to help us out in that way. He has to come to me and justify the increase before I will come and ask it. I want to put the office in better condition.

Senator SMOOT. You have here five draftsmen at \$1,400, and you want one of them made a structural engineer?

Gen. SHARPE. Yes, sir.

Senator SMOOT. I would rather have a draftsman at \$1,800 than I would a structural engineer at \$1,400, or else there is an injustice done to one or the other, the man drawing the \$1,400; I do not care what he is called.

Gen. SHARPE. We are asking for one structural engineer at \$1,800.

Senator SMOOT. I know it, and you are asking here for one at \$1,400.

Gen. SHARPE. Yes.

Senator SMOOT. Now, why should there be a structural engineer getting only \$1,400 a year when a draftsman that you are afraid to send out would draw \$1,800?

Gen. SHARP. We have two engineers, sir.

Senator SMOOT. I know you have. I am aware of that.

Gen. SHARPE. One is the assistant to the other. One is the principal man on that work. They were taken in the office because we needed those structural engineers, and the only way in which we could employ one of those is as a draftsman.

Senator OVERMAN. Is there anything else, General?

Gen. SHARPE. No, sir; that is all.

Senator OVERMAN. We are very much obliged to you.

Gen. SHARPE. It is just an increase, Senator, of \$600.



**STATEMENT OF COL. WILLIAM W. HARTS, UNITED STATES ARMY,  
IN CHARGE OF OFFICE OF PUBLIC BUILDINGS AND GROUNDS  
AND WASHINGTON MONUMENT.**

Col. HARTS. Mr. Chairman, I have made estimates. The items that I will mention have been omitted in the House version of the bill, and I ask for further consideration of a few of them.

**SUPERINTENDENT.**

The first is an increase in the salary of the superintendent. He has had no increase in his salary for five years. Five years ago, when we began a number of buildings on which he was consulting engineer, his pay was raised \$50 a month, to make his pay \$3,600 instead of \$3,000. He was employed as the consulting expert for the foundations of the Lincoln Memorial, and for a number of other buildings that have been in my charge—the Arlington Memorial and the Red Cross Buildings. All of them required an expert, and we could get his services much cheaper than we could get an additional man; so at that time the commissions that had charge of this work authorized his employment at \$50 a month additional. At the last session of Congress a bill was passed prohibiting any increase in pay above the authorized amount from any other source than the original bill. This reduced his pay to \$3,000. His services are still being availed of to a much greater extent than they were when his pay was \$3,600, and I should like to ask to have it restored to \$3,600 by an increase of \$50 a month in his present pay. His services are worth it, and have been worth it all during the past five years; and I should like further consideration of that estimate.

Senator BRYAN. Let us see, Colonel. Under the way he has been paid he has been receiving \$3,600?

Col. HARTS. Up to the 1st of last July; sir.

Senator BRYAN. Yes, sir; now, because of the act to which you have referred——

Senator SMOOT. Instead of an increase of salary, why not make a provision here to pay him extra compensation while he is doing this work? That would be the best way to take care of it.

Senator OVERMAN. What work is he doing now?

Col. HARTS. In addition to the ordinary duties of his office he has a great many things in his immediate charge. For example, there is the Washington Monument, the question of handling the machinery, which is quite complicated. There is a force of five or six men there. He also has charge of the White House, the care and maintenance of the building and the grounds. He has the care of the various parks. This is the man who directs the different foremen. The city is divided into four districts, in each of which he has men who direct the actual work of the office. He is also consulting engineer for all of the sewer and water connections, the plumbing, in the parks. In addition to that, he is also consulting engineer for these three big buildings that I have in my charge that are being put up.

Senator OVERMAN. That is the extra work. The other is the regular work?

Col. HARTS. Yes, sir; the other is the regular work.



Senator OVERMAN. The three buildings are the Washington Monument, the Lincoln Memorial—

Col. HARTS. No, sir; the Lincoln Memorial, the Arlington Memorial, and the Red Cross Building. The Red Cross Building is very nearly finished, and will be turned over to the Red Cross people at the end of the year; but the other buildings will probably go on for a couple of years yet before we finish the buildings and the approaches.

Senator BRYAN. When was the act passed to which you refer in your hearing before the House committee?

Col. HARTS. It took effect the 1st of last July. I think it was passed at the previous session.

Senator BRYAN. That operates to reduce the salary \$600?

Col. HARTS. Yes, sir.

Senator OVERMAN. What is the next item, Colonel?

#### CLERICAL FORCE.

Col. HARTS. The next item we are asking for is two additional clerks, one at \$1,400 and one at \$1,200, in my office here. At present we have four clerks in addition to the chief clerk. Since our force was increased—which was six years ago, in 1911—our work has increased more than fivefold. The clerks there do more than four times the amount of work now that they then did; and we have recently been ordered by the Secretary of War to pay our employees twice a month, which more than doubles the checks. We now have something like 500 letters a month. We have 100 vouchers a month. We have to make out something like 1,400 to 1,500 checks a month, and our force is unable to handle the work without some additional help. Our work during the summer time, when the men are on leave, requires the men to work eight hours. We have to work overtime now in order to perform our duties. These were both estimated for and included in the House bill, but were omitted in the bill that has been reported to the Senate.

Senator OVERMAN. What is the next item?

#### SURVEYOR AND DRAFTSMAN.

Col. HARTS. The next item is a surveyor and draftsman. We have had a vacancy recently in that position, and we have had great difficulty in filling it at \$1,500. We would like to increase that salary to \$1,800.

Senator OVERMAN. That is not estimated.

Col. HARTS. Yes, sir; it was estimated for.

Senator BRYAN. That is the junior engineer.

Senator OVERMAN. It was not originally estimated for, was it?

Col. HARTS. No, sir.

Senator SMOOT. You estimated here for a junior engineer at \$1,800, but you did not estimate anything for a surveyor and draftsman.

Col. HARTS. It is a question of change of designation, and also a question of increase of pay. Instead of a draftsman it is a junior engineer.

Senator BRYAN. If you had your engineer, would you want the surveyor and draftsman?

Col. HARTS. No, sir; one is to take the place of the other.

Senator BRYAN. In other words, you want to strike out of the bill, in line 2, "surveyor and draftsman, \$1,500," and substitute "junior engineer, \$1,800"?

Col. HARTS. Yes, sir; cut out "surveyor and draftsman, \$1,500," and substitute "junior engineer, \$1,800." That is the point, sir.

I might say that we have tried three men, and they have all refused to come at that lower rate. The normal rate for junior engineer throughout the United States is now \$1,980, but we think we can get one here for \$1,800 permanently; so that it is a matter of necessity that we are raising this additional question.

Senator QVERMAN. All right.

#### SERGEANT OF PARK POLICE.

Col. HARTS. The next question is that of sergeant of park police. We have now a park-police force of 45 men. The sergeant now is being paid \$950. His responsibilities and the work he does I think entitle him to a small increase. His work is very responsible. He is on constant duty day and night, more than any of the other men. He is now getting \$950. I should like to increase his pay to \$1,000 to make a little difference between him and the next man below.

Senator BRYAN. Let us see. If section 7 of this bill stays in, he would be increased 10 per cent, anyway, would he not?

Senator SMOOT. Yes.

Senator BRYAN. That would make it. He would get \$95 increase if section 7 remains in the bill as put in by the House.

Col. HARTS. If that increase were automatically made, it would satisfy this need; yes, sir.

Senator OVERMAN. What is the next item?

Col. HARTS. I find it necessary to have one of the privates of park police act as a sergeant. I should like to have this man also act as a sergeant and paid as a sergeant.

Senator SMOOT. He is working all right, is he not, now, as a sergeant?

Col. HARTS. He is acting as a sergeant; yes, sir. He is working all right, but he is not getting either the rank or the pay of the duties he is performing. We found it necessary to do that in order to have the work carried on.

#### PARK POLICE—CHANGE OF TITLE OF WATCHMEN.

The question of changing the designation from "park watchmen" to "park police" was approved a year ago by this committee, but it went out in conference. It was put in the estimates again this year, but was again disapproved by the House.

Senator SMOOT. Yes.

Col. HARTS. It is not a very important matter, but it is one that I think would increase the dignity of the police and would increase their authority. We call them "police" in our rules, but legally they are known as watchmen. I do not see any objection, so far as I know, to calling them police, and there would be a good deal of advantage in doing it. I would like to ask to have that again authorized.

## UNIFORMS FOR ADDITIONAL PARK POLICE.

The next point is the question of an additional estimate for uniforms. The Government has been supplying the police with uniforms. They cost \$57 for the complete outfit. That item has been increased in the House, but not to cover the additional second sergeant, as authorized, or the additional privates, as they are authorized, and I want authority for two privates, which I think were mentioned before. That would be an increase of \$145 in that estimate of clothing.

Senator OVERMAN. That is, if we allow the additional men?

Col. HARTS. Yes; if you allow the additional men.

Senator OVERMAN. If we do not allow them, you do not want that?

Col. HARTS. Yes.

## CONTINGENT AND INCIDENTAL EXPENSES.

The next is increase of contingent expenses of the office. The cost of everything has gone to such an extent that our allowance for paper, etc., is not sufficient for our needs. I would like to have that increased to \$1,000.

Senator SMOOT. You had \$700 last year?

Col. HARTS. Yes; we asked some addition to that, and it is even more necessary now to have a little additional. That is all that I have on the public buildings and grounds.

## FOREMAN OF LABORERS, STATE, WAR, AND NAVY DEPARTMENT BUILDING.

I am also charged with the State, War, and Navy Building, and there are two items there that I would like to ask about. The first item is the pay of the foreman of laborers. He is now getting \$84 a year, and I would like to ask to have his pay raised to \$1,000 a year. He is a very responsible man, and has a great deal of work in connection with the moving of supplies, and taking care of the grounds, and taking care of areaways, courtyards, and vaults, and in fact, he handles the entire interior police of the building, with the assistance of the laborers whom he has with him. He takes up carpets, moves the furniture, etc. I would like to ask to have his pay increased by a small amount, \$160.

## GARDENER.

The other man I would like to refer to is the gardener. He is getting \$60 a month, and I would like to have his pay raised to \$70 a month. He is a very competent man; and I think everybody will realize that we have very excellent grounds around the State, War, and Navy Building, and it is due to his special attention. He is a very efficient man, and I would like to ask for \$70 a month for him.

## UNIFORMS FOR POLICE, STATE, WAR, AND NAVY BUILDING.

The next point is, I would like to ask for uniforms for the police of the State, War, and Navy Building. They are now paying for them out of their own funds instead of having them supplied as

uniforms of the park police are supplied. These uniforms cost at the rate of \$20 apiece, and they will have to have two a year. This acts as a slight increase in the pay of the men. They are getting \$50 a month now, and this will amount to \$40 a year more, or a little over \$3 a month additional pay, or the equivalent of it. The necessity for uniforms has been proven; the advantage of having them has been exceedingly marked. The efficiency of the force has been very much increased by having them, because the uniform makes them conspicuous enough so that it can be seen where they are all the time, and you can know where they are and see that they are always on duty.

Senator SMOOT. They are now furnishing their own uniforms?

Col. HARTS. Yes; they are now furnishing their own uniforms.

Senator OLIVER. How much pay do they get?

Col. HARTS. \$60 a month.

Senator OLIVER. And they spend \$40 a year for uniforms?

Col. HARTS. Yes; and I would like to have the Government buy their uniforms. I think it is a proper thing for the Government to do in this building. That is all I have.

#### LIBRARY BUILDING AND GROUNDS.

#### STATEMENT OF MR. F. L. AVERILL, SUPERINTENDENT OF BUILDING AND GROUNDS.

Mr. AVERILL. I want to take up certain points in the particular way the House bill was passed.

#### CHIEF CLERK.

First, I wish very earnestly to ask an increase of the salary of one man who is now getting \$2,000. This has been included in the estimates, but this clerk is the only employee in my whole force whose pay is not increased by the House bill, and he is perhaps one of the most deserving, if not the most deserving, in my entire force.

Senator SMOOT. You say you want the salary of a clerk increased to \$2,000?

Mr. AVERILL. \$2,000 is provided for one clerk. He is virtually chief clerk.

Senator SMOOT. Do you want an increase for him?

Mr. AVERILL. You see, the 10 per cent—or the 5 per cent—that the House has put on there does not apply in his case. He ought to receive at least \$2,200, if it is possible to give it to him at this time.

Senator OVERMAN. What is he getting now?

Mr. AVERILL. \$2,000. The salary of that position has remained at \$2,000 since 1899, when it was created. The present incumbent, Mr. Wade H. Rabbitt, entered the service in 1904 at \$1,600 and was promoted to chief clerk in 1912. He is in charge of the disbursing and administrative office under the superintendent and has as well the handling of the correspondence and the duties of chief clerk. He would be acting superintendent in case of my absence.

Senator OVERMAN. Is there anything else?

Mr. AVERILL. Mr. Rabbitt handles upwards of three-quarters of a million dollars every year. Of course, I am responsible for it, but he is actually handling it.

## PAY OF LABORERS.

I would recommend that the pay of the laborers be made \$660 per annum, and estimated irrespective of any percentage of temporary increase. That is in order to put this pay for laborers on the general standard.

## REPAIRS—WATERPROOFING EAST DRIVEWAY.

The House allowed an item of \$1,400 additional for waterproofing the east driveway. I found, in resurfacing the west driveway, that I was able to turn in \$1,400, unspent, on that part. On the east driveway the bids overran the appropriation by about that, due to the rise in price of some of the materials. The point I would like to make is that the House has allowed the \$1,400 to be spent on the east driveway, and I would like to make it immediately available, if I can, in order to do it at one time; during this present fiscal year the money would not be actually paid out until along in June or July in any case. I would like to include it all in one contract.

## BOOK-CARRIER TUNNEL.

The House allowed \$8,500 for repairing the book-carrier tunnel which goes from the Library to the Capitol. I would like very much to have this made available immediately, because I would like to start the work immediately on the adjournment of Congress.

Senator OVERMAN. You want to make that immediately available?

## ELEVATORS.

Mr. AVERILL. Yes; that is the only point in that. I asked for \$3,600 for repairing the elevator in the Library.

Senator BRYAN. The House allowed that?

Mr. AVERILL. The House allowed \$2,300. I should like very much to get the \$3,600. It is needed. In the House hearings you will notice that I referred to the fear that I had of an accident. Last week we had an accident in which a man lost three toes, possibly from his own carelessness in a way; but still, there could be improvement made in the construction of those elevator inclosures.

These are the only points I have.

Senator OVERMAN. We are much obliged to you, Mr. Averill.

At 12 o'clock m. the subcommittee took a recess until 3 o'clock p.m.

## AFTERNOON SESSION.

The subcommittee met at 3 o'clock p. m.

Present: Senators Overman (acting chairman), Bryan, Smoot, and Oliver.

**STATEMENT OF HON. WILLIAM G. McADOO, SECRETARY OF THE TREASURY, ACCOMPANIED BY JAMES L. WILMETH, CHIEF CLERK.**

## OFFICE OF THE SECRETARY.

Secretary McAdoo. Gentlemen, I wish to present an estimate for an increase in the salary of Mr. McCoy, the Government actuary. On account of the ability and efficiency of Mr. McCoy, and because

is very much underpaid, I strongly recommend this increase in compensation and urgently request that the committee give it favorable consideration if possible.

(The memorandum submitted by Secretary McAdoo is here printed in full, as follows:)

TREASURY DEPARTMENT,  
OFFICE OF THE SECRETARY,  
Washington, December 26, 1916.

THE PRESIDENT OF THE SENATE.

SIR: I have the honor to transmit herewith, for favorable consideration of Congress, an estimate of appropriation for increase of the salary of the Government actuary under control of the Treasury Department from \$2,500 to \$4,000 per annum.

The actuary is called upon to perform expert services of the most important character, not only for the Treasury and other executive departments, but also for Congress and committees of Congress, particularly the Ways and Means Committee of the House and the Finance Committee of the Senate. In addition to his regular actuarial duties, he is exceedingly helpful to Congress and to the departments in compiling and analyzing statistics in regard to the tariff, revenues, etc.

The present actuary is a man of much ability and is invaluable to the Government as a statistical expert. Because of the great scope of his duties, it is necessary for him to work very long hours, frequently in excess of 18 hours' continuous labor; and it is obvious that the salary now provided should be increased to a sum commensurate to the duties required and performed.

I therefore urgently recommend an increase of salary in this case to \$4,000 per annum, for inclusion in the legislative, executive, and judicial appropriation bill for the fiscal year 1918, and to become effective from the date of the passage of the act.

Respectfully,

W. G. McADOO, *Secretary*.

Senator OVERMAN. What is the next item you have, Mr. Secretary?

ASSISTANT TO THE SECRETARY OF THE TREASURY.

Secretary McADOO. Gentleman, there is one other item here which I confess I present with an extreme degree of diffidence, and if it were not practically imperative I would not present it. That is the question I presented here two years ago, to the House committee, of an assistant to the Secretary of the Treasury.

Senator OVERMAN. You have a letter on that, also?

Secretary McADOO. Yes.

Senator OVERMAN. Is that an official estimate?

Secretary McADOO. That is my letter, transmitting the official estimate to the President of the Senate.

Senator OVERMAN. You want that to go into the record?

Secretary McADOO. Yes; you can put in the estimate and the letter also if you wish.

(The letter and estimate referred to are as follows:)

TREASURY DEPARTMENT, OFFICE OF THE SECRETARY,  
Washington, December 26, 1916.

THE PRESIDENT OF THE SENATE.

SIR: I have the honor to submit herewith for the favorable action of Congress an estimate of appropriation for salary of an assistant to the Secretary of the Treasury, to be appointed by the Secretary, with compensation at the rate of \$5,000 per annum, the same to be available from the date of the approval of the act.

The duties that have been recently imposed upon the Secretary of the Treasury through the creation of the Federal Reserve Board, the Federal Farm Loan



Board, the new tariff and internal-revenue legislation, the income tax, and taxes upon inheritances, munitions, etc., and the promotion of increased financial and commercial relations with the several Republics of Central and South America together with the tremendous growth of the business of the Treasury Department, make it imperative that the Secretary be granted additional assistance. I can not too strongly urge upon the Congress the granting of this request, inasmuch as the Secretary himself and his three assistants and their respective staffs are driven to the utmost to discharge the duties of their offices.

Respectfully,

W. G. McADOO, *Secretary*

Secretary McADOO. Not only has the work of the Treasury Department increased tremendously in the last three years, but new duties have been imposed upon the Secretary which are very exacting. For instance, take the Federal reserve act. Under that law the Secretary of the Treasury is chairman of the Federal Reserve Board, being a member of the board ex officio. While the Secretary can not attend every meeting of the board, he must attend meetings frequently, and I do attend just as often as I can. Sometimes those meetings require two hours, and sometimes more, out of the day.

In addition to that, the Federal farm-loan act created the Federal Farm Loan Board as a new bureau in the Treasury Department, which, of course, must be administered under the direction of the Secretary. This law also makes the Secretary of the Treasury a member, ex officio, and chairman of the Farm Loan Board.

That work requires a great deal of time and patience, and as time goes on the Secretary of the Treasury will be obliged to give a great deal of attention to those two organizations. It is literally impossible for me to keep up with all of the work which the Secretary has to do with the present assistance I have. I must have in order to be fully effective in the work, an assistant who is at my hand to take up the most important parts of the work. For instance, there are a great many matters relating to official correspondence for which I should have a man sitting next to me, intimately familiar with the matters and having full knowledge of all that is going on in the Secretary's office, so that he may relieve the Secretary of a lot of the detail work which he now has to try to do himself. I think that any Secretary of the Treasury will be more effective in the future if he can devote his time and his abilities to the larger affairs of the department. I can not get that relief through any of the assistant secretaries of the Treasury, because each of them, under the organization of the department, has a very large division of the bureaus under him, and he has got to administer those particular bureaus. For instance, we have an assistant secretary in charge of public buildings and miscellaneous offices. He has absolutely no time to devote to any other work.

Then we have an Assistant Secretary in charge of the fiscal bureaus. Under him are the Internal-Revenue Service, the National Banknote System of the country, in regard to which the Comptroller of the Currency reports to the Assistant Secretary, and many other important bureaus. He consequently has no time to devote to the matters which immediately concern the Secretary's office.

Then we have another Assistant Secretary who has charge of the Customs Division. His time is fully absorbed in that work.

So the Secretary of the Treasury is constantly hampered, and in fact finds it impossible to meet the demands of the thousand and one details which he now has to consider in the daily work of the office, and which it would take a long time to describe to you. The correspondence of the Secretary's office alone is a prodigious undertaking, and many people resent it—and I think it is not unnatural—if the replies to their letters are not signed by the Secretary himself. They do not think that the matter has received attention unless it gets to the head of the department. So that if the Secretary had only the two new activities which I have mentioned added to his many duties, I should think that the assistant for which I am now asking is imperative.

In addition, during the last two years we have been making, as you know, a very earnest effort in the Treasury Department to improve our commercial and financial relations with South and Central American countries. Out of that grew the first Pan American financial conference of 1915, which was held by authority of Congress, and which created an international high commission composed of nine men from each of the Latin American Republics and the United States, the minister of finance or the Secretary of the Treasury of each country being chairman of each section of the commission. The commission met at Buenos Aires last April and effected an organization by the creation of a central executive council. The delegates at Buenos Aires paid the United States the compliment, as well as the courtesy, of electing the officers of the United States section of the international high commission as the officers of the central executive council. So long as that organization continues, and unless a change should be made, the Secretary of the Treasury will remain at the head of that commission; and as long as the commission keeps its headquarters in the city of Washington, I feel that that work is of the utmost importance to the country at this juncture.

I do not think it is going to be necessary to maintain this as a permanent organization, but certainly at this time and for the next two years it will be of great value to continue it. Diplomacy, as you know, deals more particularly with political questions between governments, and commercial and financial questions are not so much the subject of diplomatic attention and negotiation. Having this direct touch with the ministers of finance of the countries of Latin America through an organization authorized by each country to look after the commercial and financial questions arising between them and this country, we have the means of rather direct communication and of direct action, and as we go along we find that we are establishing relations of the utmost cordiality through these sections and that we are getting many tangible and practical results. In my annual report for 1916 I have referred somewhat copiously to the work that has been done recently, and the commission itself has made a report to the President which has been filed with the Congress. For the time being this work imposes upon the Secretary a very large responsibility and a very large burden, but as I regard that as perhaps of a temporary character I do not urge it as a special reason for the appointment of an assistant to the Secretary of the Treasury. I am requesting it on other grounds.

Senator SMOOT. You had for that international conference \$50,000!

Secretary McADOO. Yes; we had \$50,000.

Senator SMOOT. What salary are you asking for this assistant?

Secretary McADOO. \$5,000, the same as the salaries of the Assistant Secretaries of the Treasury.

Senator SMOOT. He would be just an assistant to the Secretary?

Secretary McADOO. Yes.

Senator OVERMAN. Is he to be confirmed by the Senate?

Secretary McADOO. I have no objection to that. My idea was that he would be appointed by the Secretary, but perhaps it would be just as well to have him confirmed. I have no objection to that. It would give him a little more dignity and perhaps be better.

Senator SMOOT. Then you would have to raise his salary \$2,000.

Secretary McADOO. I think each assistant secretary ought to have \$7,500. Two years ago, I think it was, I suggested the appointment of an assistant to the Secretary of the Treasury, but I did not press it at that time. I felt that perhaps I ought to try to get along without him.

Senator OVERMAN. The Shipping Board does not put any extra burden upon you now?

Secretary McADOO. Well, it does, or it soon will. Of course, I am not connected with the Shipping Board, and I would not urge that as a reason for the appointment of this assistant.

#### SALARIES OF ASSISTANT SECRETARIES OF THE TREASURY.

Then, gentlemen, I would like to say just a word about the compensation of the assistant secretaries, and what I would say of the Assistant Secretaries of the Treasury is said with actual knowledge of the work those men do. I presume that the assistant secretaries in the other departments work just as hard, and that they are just as much underpaid as the Assistant Secretaries of the Treasury, but it is becoming increasingly difficult to get men for those responsible positions at \$5,000 a year. I do not know of any men in the employ of the Government who are as greatly underpaid as the Assistant Secretaries of the Treasury. We pay the members of the new Tariff Commission \$7,500 a year. They certainly are not going to have anything like the difficult work to perform that any Assistant Secretary of the Treasury has to do. Their work does not cover so wide a range. While I am frank to say to you that I think the compensation of members of the Tariff Commission is too small, because I thought it ought to be \$10,000 a year, nevertheless I think that \$7,500 a year for an assistant secretary would underpay him by comparison with a member of the Shipping Board or a member of the Tariff Commission. We pay to members of the Farm Loan Board, which is a bureau of the Treasury Department, \$10,000 a year. I can conceive of no circumstances in which a member of the Federal Farm Loan Board would ever have to do as much as the Assistant Secretaries of the Treasury. They do responsible work, and I do not think that they are paid too much.

Senator SMOOT. I made a speech about the salaries of the members of the Farm Loan Board. I wanted to make them \$7,500. I thought \$10,000 was out of all proportions to the salaries paid to the

commissioner of the Land Office and to the commissioners of all the other offices here, and the Assistant Secretaries of the Treasury and others.

Secretary McAdoo. Of course we must remember that the organization and administration of these banks is an extremely responsible and important piece of work, and I do not think that \$10,000 is too much for that; I would not for a minute suggest a reduction; but I think that is a very much higher rate than even \$7,500 would be for an assistant secretary. I earnestly urge that favorable consideration be given, if possible, to the matter of the increase of salaries of the Assistant Secretaries of the Treasury from \$5,000 to \$7,500 a year.

Senator OVERMAN. How many Assistant Secretaries of the Treasury are there?

Secretary McAdoo. We have three Assistant Secretaries of the Treasury, and they are all hard-worked men. They are men of excellent ability; and, besides, the present assistants could not come to Washington and live on \$5,000 a year. You can not get the right service, as a rule, from men in those positions unless they happen to have independent means themselves so that they can use their incomes to supplement their salaries.

Senator OVERMAN. Is there any other special item which you want to call our attention to, Mr. Secretary?

Secretary McAdoo. I am going to ask the assistants who are here, who I think are more familiar with the items, to go into them with you. I am much obliged to you, and I will ask you to excuse me now.

Senator OVERMAN. Very well. We are glad to have heard you, Mr. Secretary, and we are obliged to you.

**STATEMENTS OF MR. BYRON R. NEWTON, ASSISTANT SECRETARY OF THE TREASURY; MR. ANDREW J. PETERS, ASSISTANT SECRETARY; MR. JAMES L. WILMETH, CHIEF CLERK; MR. LLEWELLYN JORDAN, CHIEF, SECTION OF SURETY BONDS; MR. JAMES A. WETMORE, ACTING SUPERVISING ARCHITECT; CAPT. ELLSWORTH P. BERTHOLF, CAPTAIN COMMANDANT OF THE COAST GUARD; AND DR. J. W. TRASK, ASSISTANT SURGEON GENERAL, BUREAU OF PUBLIC HEALTH SERVICE.**

Mr. NEWTON. What comes first, Senator?

Senator OVERMAN. Anything you desire to bring to the attention of the committee we will be glad to hear from you on.

Mr. NEWTON. All of our matters were gone over rather thoroughly before the House committee.

Senator OVERMAN. We have those hearings in print, and anything you stated in those hearings you need not state here. Anything that you desire to bring to the attention of this committee that was not granted by the House, or any special items, we would be glad to hear from you on.

Senator BRYAN. Anything not covered by the House hearings.

Senator OVERMAN. Yes; anything not covered by the House hearings.

## GENERAL SUPPLY COMMITTEE.

## INCREASE IN SALARY, SUPERINTENDENT OF SUPPLIES.

Mr. NEWTON. I would like to speak first of the superintendent of supplies, the man in charge of the General Supply Committee. We have asked for a slight increase in his salary.

Senator SMOOT. You want an increase of \$750?

Mr. NEWTON. Yes. The work of that committee is growing very rapidly, and its accomplishment is increasing all the time. Dr. Briggs is a man of a great deal of ability and fidelity, and he has done very effective work. He is very efficient, he is a good organizer, and we feel that the pay that he is now getting is entirely inadequate for the service he renders.

Also, in that connection, we have submitted an estimate for the pay of the various members of that committee—\$600 a year for the representative of each of the various departments on the general supply committee. These men who compose the general supply committee are clerks regularly employed in the several departments, and they contribute their time, their efforts, their expert knowledge and skill in very many cases to this work for which they receive no compensation whatever. The purchasing agents of the various departments compose the general supply committee. The work is divided into schedules or groups. For instance, No. 6 schedule may be the furniture schedule. A certain number of men are put on that subcommittee, men who must of necessity have considerable expert technical knowledge in these various things. The general supply committee has under its control something like 30,000 different items, I believe, embracing all those things which the Government uses or which are purchased by it, involving nearly every line of commercial activity in the scope of Government life, and these men are obliged to devote a great deal of time outside of their office hours, sometimes working until late at night, particularly at the season of the year when we are getting out the schedules, and then again when the awards are being made, when the bids are being examined, and we think it would be simple justice to give them what is asked.

Senator OVERMAN. How are the men selected for the general supply committee?

Mr. NEWTON. Each department appoints its man.

Senator OVERMAN. Do you appoint a clerk of a certain class?

Mr. NEWTON. Yes; he is usually the clerk in charge of the purchase of supplies for that department.

Senator OVERMAN. I see here that they are to get \$600 each. I want to know who gets that \$600. How are you going to name them—from what class?

Mr. WILMETH. They are not all of the same class.

Senator BRYAN. This is all on page 57 of the House hearings and the names of the men and of the departments they represent are given there, together with their present salaries.

Senator OVERMAN. I suppose they are taken from class 2, class 3 and class 4 clerks?

Mr. WILMETH. Yes; they range from \$1,600 a year up.

Mr. NEWTON. Mr. Chairman, I would like the chief clerk to speak of the matter of the engineer of the department.



**Senator OVERMAN.** All right, Mr. Chief Clerk. Is there anything else you want to say, Mr. Newton?

**Mr. NEWTON.** No; not in connection with that item.

SALARY OF CHIEF ENGINEER, TREASURY BUILDING.

**Mr. WILMETH.** The chief engineer of the Treasury Building receives only \$1,400 a year. In addition to being the chief engineer of that building, he has under his supervision the Butler Building, over here near the House Office Building, the Winder Building, and the Auditors' Building, which is the old Bureau of Engraving and Printing Building. It is my understanding that the salary is now less than it was when the office was created long years ago. It would be impossible to hold a man of the ability of the one now occupying that place, and we are asking for \$1,800 a year for him. We consider this a well-deserved promotion, and we hope that you can see your way clear to let us have it.

**Senator SMOOT.** We have a number of engineers, designated as chief engineers, drawing \$1,250. I do not know how their work compares with the work of this man.

**Mr. WILMETH.** Some of those, I think, you will find, are engineers in small buildings.

**Senator SMOOT.** I say I do not know how their work compares.

**Mr. WILMETH.** Compared with our outside building service, I mean the service of the buildings in the field, this salary is less than it is in the field.

**Senator SMOOT.** \$1,400 is the highest salary paid to any engineer who simply looks after the machinery and engines in any of the departments. That is the highest that is paid. We have in no other department any more paid—not as much. This is on page 65. In the Quartermaster General's Department they have five draftsmen that he wants to be designated as structural engineers, and they are getting \$1,400 apiece.

**Senator OVERMAN.** That is a different kind of engineer.

**Senator SMOOT.** Yes; I am perfectly well aware of that, but I am comparing these salaries with those of the different kinds of engineers you have in the different offices here to keep the machinery running. You can not find an engineer in any of the departments who is drawing more than \$1,400 a year.

**Mr. WILMETH.** I do not know as to that, sir.

**Senator SMOOT.** No.

**Senator OVERMAN.** You went all over what you have said here in the House hearings, did you not?

**Mr. WILMETH.** I think so, practically.

**Senator OVERMAN.** I want to say to you, gentlemen, that we have these House hearings before us in print, and we will go over them, and I wish you would avoid, as far as possible, repeating the testimony you gave before the House Committee, because we have these hearings before us; but if there is anything outside of what occurred in the House hearings which you want to emphasize we would be very glad to hear you.

**Mr. WILMETH.** Yes.

**Senator SMOOT.** The estimate here for this chief engineer is \$1,400. Just as sure as we undertake to increase the salary of this engineer,



every other engineer in the departments will be here asking an increase; and this is the highest salary that is paid to an engineer.

Senator BRYAN. He has been merely repeating what is in the House hearings. I have it here before me.

ADDITIONAL CLERKS, SUPERVISING ARCHITECT'S OFFICE.

Mr. NEWTON. I would like also to call the attention of the committee to the situation in the supervising architect's office. That matter was quite fully covered in the hearings before the House committee, but I would like to emphasize particularly the necessity for two more clerks in the maintenance division. We have increased the activities and output of the supervising architect's office until we are now completing buildings at the rate of one every fourth day. We have increased the output to more than 100 buildings a year. We need them very much indeed and for some time have needed these clerks in order to balance the office.

Senator OVERMAN. Is that estimated for?

Mr. NEWTON. Yes; I think there are two estimated for in this bill, and I think there are two in the sundry civil bill.

Senator OVERMAN. Why are two estimated for here and two in the sundry civil bill?

Mr. NEWTON. You understand about that, Mr. Wetmore?

Mr. WETMORE. The ones we have estimated for in the sundry civil bill are technical engineers of the technical force.

Senator SMOOT. I would like to see more draftsmen in the Office of the Supervising Architect, so that they could get out plans and specifications faster than they are getting them out now.

Mr. NEWTON. As I just said, we are getting them out now at the rate of one building every four days—we are completing a building every fourth day.

Senator SMOOT. How many years will it be before you get caught up?

Mr. NEWTON. It will be less than a year and a half now, I would say. Mr. Wetmore can speak as to that.

Mr. WETMORE. We will be up with the work by October of next year.

Senator SMOOT. That is, if there are no other buildings provided?

Senator OVERMAN. You have gotten pretty well up with your work?

Mr. NEWTON. Yes; we have made some improvements and some changes there.

Senator OVERMAN. Is there anything else that you want to call our attention to?

Mr. WETMORE. May I say a word on that subject?

Senator OVERMAN. Yes.

Mr. WETMORE. This Maintenance Division that the Assistant Secretary speaks of is the division that has charge of the equipment, furnishing, and policing of all public buildings. We have now the same force to handle all the annual appropriations in the office that we had when there were, say, 450 or 500 buildings. We have now about 1,100 buildings. That force has not been increased, but the increase in the work is going on all the time. There are practically

100 new buildings being put in commission every year, and we have had no increase in the force. We are crippled at leave periods, or when anybody is sick, and at all normal times we have not the force in that division that we ought to have. Two more clerks at \$1,200 a year have been estimated for, and with them it would be possible to carry on the work without further increase in that division for a year or two more. That is the only clerical increase we are asking in the bill.

## ADDITIONAL SKILLED LABORER.

We have in the bill an estimate for a skilled laborer at \$1,200 that we had put in here, because skilled laborers are appropriated for in the legislative bill, and that one man makes a part of a unit that we have estimated for in the sundry civil bill. I think that is what the Assistant Secretary had in mind. We are asking in the sundry civil bill for five employees on the technical side of the office, engineers, draftsmen, and computers, etc., and this one skilled laborer we are asking for in this bill makes a part of that unit. If the rest of the unit is allowed, this skilled laborer ought to be allowed. We are asking for that increase of five in the other bill.

Senator OVERMAN. This is predicated upon the allowance of the others in the sundry civil bill?

Mr. WETMORE. Yes; upon the allowance of the others in the sundry civil bill. If I may be allowed to explain why we need those five men with that skilled laborer here, you will see the importance of providing for the skilled laborer. We have a drafting division in the office which is equipped a little bit stronger than the other divisions. It can turn out the drawings a little more rapidly than the structural men and computers of mechanical and structural division can handle, and we want these five men to balance the three other technical divisions in the office, so that we can equalize the output of the four divisions. If one of the technical divisions does more work than the others, it does not count, because you can only get out the number of buildings that the four divisions can all handle. We have asked this year, and asked last year, for five men in the three divisions outside of the drafting division, to strengthen those divisions up to the strength of the drafting division, so their output will be equalized. This skilled labor is needed in that unit. If the other five are granted, the skilled laborer should be granted also, because the work of the technical divisions is handled by units.

Senator OVERMAN. What is the next item?

## PUBLIC HEALTH SERVICE.

## INCREASE IN SALARY OF CHIEF CLERK.

Mr. NEWTON. I have here a letter from the Secretary which briefly sets forth what we are asking for in the Public Health Department. Dr. Trask, did you want to add anything to this?

Senator OVERMAN. Is the public health under your supervision?

Mr. NEWTON. Yes, sir.

Dr. TRASK. In what is asked for this year and enumerated in this letter is an increase in the salary of the chief clerk of \$250 asked for.

## INCREASE IN SALARY OF PRIVATE SECRETARY TO SURGEON GENERAL.

There is also an increase in the salary of the Surgeon General's private secretary of \$200.

## ADDITIONAL EMPLOYEES.

There are other provisions asked for—a technical assistant at \$2,000, a law clerk at \$2,000, a public health statistician at \$1,800, and a librarian at \$1,600; and then there are two clerks, one of class 1, and one at \$1,000. Aside from the increases in our work these men in the new positions are wanted not in a sense to do the work that has accumulated or the work that is established and that requires these men in order to be done. These men are needed because of the gradual development of the public health work, the gradual demand; and the functions for which they are wanted are all essential and important public health functions that the Federal Government ought to be doing, that can be done to the advantage, to economic advantage, and the public welfare of the country in general. They are all essential fundamental public health needs.

The statistician enumerated here, and the clerk of class 1, are wanted to collect information of the prevalence of disease throughout the country. It is to increase the ability of the office to keep itself informed of the prevalence of communicable diseases, diseases that are dangerous to the public health throughout the various States and throughout the country in general. It is, I think, self-apparent that any public health functions that may be carried on, anything that may be done with a view to controlling disease, must be based upon, first, a knowledge of where these diseases are, their relative prevalence, and their geographic distribution.

Senator OLIVER. You have that work in hand now, have you not?

Dr. TRASK. We do get some—we are getting some—and the amount we have been getting has been growing. These two clerks are wanted for two special increases in the information we are getting. One is that it is contemplated to secure from the hospitals complete data regarding the nature of the diseases being treated by them, and another is to establish an area, to group together the States and cities where the local departments and local authorities have information of importance, or getting information of the prevalence of dangerous communicable diseases in their territory, in their jurisdiction, and to group those together by arranging and making a registration of them.

Senator SMOOT. I thought the Public Health Service had been doing that for years.

Dr. TRASK. They have been doing it for years in one way. We have been doing it with the little help we have, but it is not complete; it is elementary compared with what some offices are doing, compared with what some countries are doing. It is elementary compared with what, undoubtedly, the Federal Government will be doing some day; exceedingly elementary. It is merely a question of whether we can take up and make this increase now, or whether we shall put it off for 5 or 10 years.

## LAW CLERK.

Senator OVERMAN. You have there a provision for a law clerk at \$2,000, I notice, who is needed in regard to new legislation.

**Dr. TRASK.** Public-health legislation. There are public State laws, Mr. Chairman, and then there are the regulations established. The power to promulgate regulations is delegated, in many cases, to the State boards of health, or to councils or commissions. In their cities they pass public-health ordinances and regulations.

**Senator SMOOT.** You want this law clerk to act in an advisory capacity to the State officials, do you, for the purpose of State legislation—passing public-health laws in the States? Is that what you intend him to do?

**Dr. TRASK.** As a part of his functions; and his special knowledge of the law will serve that purpose. The public health laws of any State or any city form only a small part of the laws enacted by the legislative bodies, and whenever the legislative bodies come to pass a new law, that is a technical matter, it is a scientific matter, as well as a legal matter, and they have to either get locally, if they have the facilities, men who are versed both in law and public health, or they have to get outside assistance. We started to get interested in these laws some years ago. We first started by compiling the State laws. As they were enacted we would publish them and compile them, simply so that the State authorities and all the State health officials could have available at any time the laws that the other States were passing, and the regulations; so that if they were drafting a new law, or new regulations, they could have the advantage of the experience and work of other similar bodies.

**Senator SMOOT.** That has all been published, and I suppose any State can secure a copy of those different health laws?

**Dr. TRASK.** Yes; they can secure them. We have them published. We are continually getting demands, however.

**Senator SMOOT.** The legislatures of all the States meet at about the same time?

**Dr. TRASK.** Yes.

**Senator SMOOT.** Do you think this law clerk could do very much in advising the State legislatures of the various States, all sitting at the same time 40 days in the different States, and telling them what laws they should write and how they should write them?

**Dr. TRASK.** This man would not go outside of Washington, Senator. He would stay here and would be used in the office. We are getting almost daily requests from city and State health departments and from other officials, and attorneys, for suggestions or advice regarding laws, opinions on tentative drafts they have made, or requests for drafts of model laws which they can use in their jurisdictions; and this man would have that in charge.

**Senator OVERMAN.** You have not a model law prepared that you could give to every State?

**Dr. TRASK.** No; that is almost impossible. The law for any city would depend upon the size of the city; it would depend on the altitude of the city; it would depend upon what its climate was and its needs as to the kind of law that would be valuable. It would depend on the nature of the population. It is hardly possible to draft a model law. We have drafted one model law, and it is one of the things that started requests we are getting continually for assistance, and to do this would serve a very useful purpose. If the Nation as a whole, if the country as a whole, is going to progress in a public health way, one of the essential things would be that the laws be

uniform, that the better laws should be the ones that are copied, and that there be a certain uniformity of State and National legislation in public health matters.

Senator Smoor. I see that you have covered these subjects in the hearings before the House committee, and the very point that you are speaking of at this time. Perhaps it would be better for you to confine the balance of your time to items which you have not spoken of in the House hearings.

Dr. TRASK. All the items were covered in the House hearings.

Senator Overman. I have already requested, and will do it again, that all of you who are here this afternoon should avoid those matters on which you were heard fully before the House committee, because we can read those hearings, and have read them, and we do not want those things repeated.

Dr. TRASK. Mr. Chairman, I might just say that the statement I have made here you will not find covered, excepting perhaps for a little overlapping, in the hearings there. The reasons I have given you to-day are not identical with those given in the House hearings, but are rather to go deeper into the question of why we really needed these men.

Senator Smoor. Let me ask you a question. You estimated for this law clerk on public health legislation, one technical assistant, one public health statistician, one librarian, one clerk of class 1, and one clerk at \$1,000. Now, you want to lay particular stress upon two of those positions asked for, as I understand it, or, in other words, you want one clerk of class 1 and a law clerk familiar with public health legislation?

Dr. TRASK. And all the others you have spoken of, Senator.

Senator Smoot. I see that the others are spoken of, and these two also.

Dr. TRASK. Yes; they are all spoken of.

Senator Smoot. But do you now want all six of these estimated for?

Dr. TRASK. We still feel just as badly the need of those.

Senator Smoot. All those estimated for?

Dr. TRASK. Yes; we still feel as badly in need of them. Mr. Senator.

Senator Overman. Who will come next?

#### COAST GUARD.

##### PRIVATE SECRETARY TO THE CAPTAIN COMMANDANT.

Mr. NEWTON. Capt. Bertholf is here, and I think he has some new, brief points that he wants to present.

Senator Overman. We will be glad to hear from you, but please do not cover anything that you were heard on in the House.

Capt. BERTHOLF. I will try not to do so. We want some extra help. In addition to what I said before the House committee, which evidently did not have much weight, I want to add a special plea for a private secretary. I want somebody to help me to do things, which will permit me to fulfill my office. When they combined the Life-Saving Service and the Revenue-Cutter Service into the Coast Guard, some man had undoubtedly to do what two men



were doing. I am doing that now, and I am not complaining; but the day is not long enough to do the work. I have no secretary. If people write me letters, in order to answer them I must send for some one else—out of some other office—and I think that I should have some one that would take these details off me and permit me to do other things which are more necessary. I spoke of this to the House committee; but, in addition to that, the Coast Guard now has been moved out of the Treasury Department, and we are now in the Munsey Building. That, of course, necessitates my taking a great portion of my time in going over to the Treasury Department and back again.

When the Secretary desired to see me when we were in the Treasury Building, it did not take me but a minute to go up to the second floor; but now I have to go quite a distance, and then go back again, and all that time is lost from my office.

#### ADDITIONAL LABORER.

The same reason applies to this item of the additional laborer. We reduced one last year, and now we have gone over into the Munsey Building, and it takes one man's time to go back and forth between the two buildings.

We need all this other clerical assistance very badly. It is not a question of what more money anyone gets. What I mostly need is more hands to do the work. We are not able to do the work we have to do now with our present assistance, and it is constantly increasing.

Senator OVERMAN. You emphasize more the private secretary, do you?

Capt. BERTHOLF. That would give me one additional clerk, of course. I would like to have more, but if I could make that very emphatic and get that one that would give me one clerk, so that then I would not have to call upon anybody else to do this; and as it is now I have to call upon somebody in one of the various rooms who is at leisure for the time, if I can find one, to take care of that sort of thing. What we asked for is just as necessary now as it was before the House committee did not give it; but I want to make a special plea for that private secretary and for the laborer.

Senator OVERMAN. All right. Who is next?

#### DIVISION OF SURETY BONDS.

Mr. NEWTON. In the Section of Surety Bonds we ask that the name be changed from "Section" to "Division" of Surety Bonds. This is page 37, lines 12 to 14. The head of that division is here, and he has some new matter that he wants to insert, something that was not incorporated in the House hearings.

Senator OVERMAN. Very well.

Mr. JORDAN. Mr. Chairman, this is entirely new matter, and I am at a loss to understand why it was not incorporated as a part of the hearings before the House committee. It was an important exhibit emphasizing the necessity for the reorganization of this bonding work of the Government, and I want to incorporate this as the exhibit to which reference was made at that time and emphasize briefly,



Mr. Chairman, the fact that unless a reorganization is effected of this work it will be impossible to continue to carry it on with any degree of efficiency such as we are trying to maintain at the present time.

Senator SMOOT. I see you have seven pages in the House hearings.

Mr. JORDAN. My hearing was rather lengthy, on a technical subject.

Senator SMOOT. I was wondering whether there was anything left out.

Mr. JORDAN. Absolutely; this was left out. This is entirely new matter, and I would like to incorporate this.

Senator SMOOT. Very well.

The CHAIRMAN. Put it in the record.

Mr. NEWTON. That is all, Mr. Chairman, so far as I am concerned (The matter referred to above is here printed in full, as follows:

OFFICE OF CHIEF CLERK AND SUPERINTENDENT.

June 19, 1911

The honorable the SECRETARY OF THE TREASURY.

SIR: The general departmental committee on economy and efficiency leave to invite your attention to the report of the committee on the appointments division. The first recommendation made in that report is as follows:

That the bond section be made a separate division of the Secretary's office with the following organization:

1 chief of division .....	\$3.50
1 law clerk, who shall act as chief in the absence of the latter .....	2.50
1 clerk class 4 .....	1.50
1 clerk class 2 .....	1.40
1 stenographer and clerk class 1 .....	1.20
1 assistant messenger .....	.75
Total .....	11.05

The reasons assigned by the committee for this recommendation are that the work of the section is of sufficient importance to require the entire attention of a person of special ability, who has had special training to fit him therefore; that the work relating to bonds, as performed in this section, has little connection with appointments, the most important part of the work, it is stated, that performed in relation to the examination and authorization of surety companies under the act of August 13, 1894, as amended by the act of May 23, 1910, which has no relation whatever to appointments or other changes of the personnel; that 91 per cent of the bonds given were for the performance of contracts wholly disconnected from appointments; 6 per cent of the bonds given were in pursuance of appointments made in other departments; and only 2½ per cent of the bonds given were pursuant to appointments made in this department; that the work is of such importance that the person in charge of it should report directly to the Secretary or an assistant secretary in charge. The committee cites instances which go to show the necessity for a more efficient organization of the bond section, and closer supervision of surety companies. It is believed this can be better done if the employee in charge be under the direct supervision of the Secretary or an assistant secretary.

In this connection, attention is invited to your letter of April 26, 1910, addressed to the Speaker of the House of Representatives, in part as follows:

"The formation of a separate division is necessary and preferable to the conduct of the work as a branch of the appointment division. The work embraces the supervision of all the surety companies and the bonding business of all the executive departments except the Post Office, and is not confined to the Bonding Division of the Treasury Department or to bonds required pursuant to appointments made under this department. It is of a technical, legal and financial character, and it is of the utmost importance that the officer in charge shall report directly to the Secretary or to an Assistant Secretary of the Treasury the results of his examination of the companies and other matters of a confidential character which such work necessarily involves."

The general committee believes the foregoing reasons to be well founded and of sufficient importance to justify the separation of the bonding section as now organized from the Appointment Division at this time. A new bond clerk is about to be installed, and it is believed that, with the report of the committee to guide him and under an efficient reorganization of the work of this division, it will be possible to attain a much higher standard of efficiency. In view of the foregoing, we now have the honor to recommend that the bonding section be divorced from the Appointment Division and that it be placed in charge of Assistant Secretary Bailey.

Respectfully,

JAMES L. WILMETH,  
LAWRENCE O. MURRAY,  
CHARLES A. KRAM,  
CLAUDE GILBERT,  
*Committee.*

Approved:  
R. O. BAILEY,  
*Assistant Secretary.*

Approved:  
FRANKLIN MACVEAGH,  
*Secretary.*

JUNE 19, 1911.

ORDER.

It is hereby ordered that on and after this date the bond section in the Appointment Division shall be separated therefrom and placed under the assistant secretary in charge of public buildings and miscellaneous divisions. The administrative authority heretofore exercised by the Appointment Division shall hereafter be vested in the clerk in charge of the bond section, under the immediate supervision of the said assistant secretary. The clerks and employees of the Appointment Division who are engaged in whole or in part in the work relating to bonds will be detailed to the bonding section. All desks, typewriters, and other equipment now in use in the bonding section will be made available for the use of the new bonding section established by this order.

Certain preliminary work now performed in the bond section relating to presidential appointments is hereby transferred to the Appointment Division, with direction that when a commission or letter of appointment has been signed appointing an officer who is required to give bond the same shall be transmitted to the bond section by the Appointment Division, all subsequent work relating thereto to be performed in the bond section.

FRANKLIN MACVEAGH, *Secretary.*

OFFICE OF DIRECTOR OF THE MINT.

**STATEMENT OF WILLIAM P. MALBURN, ASSISTANT SECRETARY  
IN CHARGE OF FISCAL BUREAUS.**

INCREASE OF SALARY OF THE ASSAYER.

Mr. MALBURN. On page 49 of the bill is the item "Office of Director of the Mint." An estimate was made that the salary of the assayer be increased from \$2,200 to \$2,750. I want to urge as strongly as I can on this subcommittee the justice of increasing that salary to \$2,500, at any rate. I think it was two years ago, though it may have been a year ago, there was a recommendation made that one salary—I have forgotten the name of the officer—in the mint should be increased \$300, and that the salary of another should be reduced \$300. The recommendation for the reduction of the second salary was adopted, and the recommendation for the increase of the other was not adopted, and consequently Dr. Dewey, who is the assayer, and a very competent man, lost \$300 of his salary.

Senator OVERMAN. What did the man get whose salary was reduced; \$2,500?

Mr. MALBURN. He was reduced to \$2,200.

Senator OVERMAN. You want that put back?

Mr. MALBURN. I think it is only just that he should get that, because he is a very competent man. He checks up the assayers in the mints around the country, some of whom get \$3,000.

Senator OVERMAN. I think we will have to put that back.

#### SALARIES OF CASHIER AND VAULT CLERK AT CINCINNATI, OHIO.

Mr. MALBURN. In the office of the assistant treasurer at Cincinnati the same thing happened. In the estimates the cashier's salary was increased to \$2,450. The salary of the vault clerk was estimated to be decreased \$200. What actually happened was that the vault clerk's salary was reduced \$200, and the cashier's salary was not increased, and I would like to ask that common justice be done by either one or the other of those getting an increase. I do not ask it for both of them.

Senator OVERMAN. The cashier now is getting \$2,500?

Mr. MALBURN. \$2,250, and the vault clerk is getting \$1,600.

Senator BRYAN. Now, which ought to be done?

Mr. MALBURN. I think really the vault clerk is the one whose salary should be increased, to \$1,800, if only one is done.

Senator BRYAN. That would put his salary back to what it was before?

Mr. MALBURN. Yes.

Senator OVERMAN. What is the next item?

#### OFFICE OF COMPTROLLER OF THE TREASURY.

##### LAW BOOKS.

Mr. MALBURN. There is another matter that I would like to bring to your attention, on page 40, in the Office of the Comptroller of the Treasury, where \$250 was estimated for for law books, which was not granted. The estimate was made and it was given us a year or two ago, and it was a great assistance to the comptroller to be able to get some modern law books; but last year it was omitted, and this year it has been omitted in the House.

I understand that you do not want anything that was presented in the House to be presented here. There were a number of increases asked for, among others increases of the salaries of the deputy commissioners of internal revenue, that I think were not presented in the House bill, but I am not familiar enough with the condition there to say whether those should be made or not. The commissioner has made such recommendations. The Treasury has made the recommendation that the assistant treasurers' salaries should be increased, and the Comptroller of the Currency has made a recommendation that the salaries of the Comptrollers of the Currency should be increased. I merely want to call your attention to those recommendations by those officers.

## OFFICE OF AUDITOR FOR POST OFFICE DEPARTMENT.

The only other thing in my department is on page 42, "Office of Auditor for Post Office Department." The auditor is here, and will let him speak for himself.

**STATEMENT OF MR. CHARLES A. KRAM, AUDITOR FOR THE POST OFFICE DEPARTMENT.**

## INCREASE OF SALARIES OF EMPLOYEES.

Mr. KRAM. Mr. Chairman, I wish to call attention to an oversight on the part of the House subcommittee with reference to a recommendation modifying the original estimates by eliminating five statutory positions, with salaries aggregating \$3,360, which reduction was submitted to provide for an increase of \$5 per month in the salaries of 56 subclerical employees now receiving monthly salaries ranging from \$60 to \$20. The House committee dropped the five statutory places, but failed to grant the recommended increases. I submit that inasmuch as we proposed to audit 163,000,000 money orders in the fiscal year 1918 as compared with 142,000,000 money orders in the present fiscal year, with no increase in the appropriation for compensation of employees, that either the recommended increases should be granted, or the positions dropped by the House committee should be restored.

Senator OVERMAN. Does that save the Government anything or does it make just the same amount?

Mr. KRAM. The salaries of the five positions dropped aggregated \$3,360; the recommended increase of \$60 per year in the compensation of 56 employees would offset this amount.

Senator OVERMAN. It was a reduction and an increase?

Mr. KRAM. That is correct.

## LEAVE OF ABSENCE.

Mr. KRAM. The second matter it is desired to call to the attention of the committee is a recommendation for the elimination of the restrictive proviso in the present law with respect to leave of absence, which in effect limits the number of days leave with pay that may be granted to employees compensated from the lump-fund appropriation to 30 days' annual leave and pay for holidays. This clause was inserted five years ago, when the electrical accounting system was installed and employees were compensated on a piece-rate basis. During the last two years this class of employees have been compensated on a monthly salary basis, and, so far as the fund would permit, payments for sick leave have been made to them. In order that all employees in the office may have the same leave privileges we urge that the present limitation be stricken out.

Senator OVERMAN. Do you want that proviso stricken out?

Mr. KRAM. The elimination of the clause will put employees compensated from the lump fund on the same basis as other employees.

Senator OVERMAN. How much additional money does it take?

Mr. KRAM. The appropriation of no additional money will be necessary.

Senator OVERMAN. It says "not exceeding \$37,030." You can't do that much.

Mr. KRAM. With the restriction removed, sick leave and annual leave will be granted subject to regulations promulgated by the department under the general law authorizing leaves of absence.

Senator SMOOT. You say that leave does not cost anything. Of course it costs something.

Mr. KRAM. Leave of absence is an item of expense; but it is taken into consideration in submitting the estimates, and no additional appropriation will be necessary if this proviso is eliminated.

Senator SMOOT. It provides \$37,030 for that purpose; it says the amount shall not be more than \$37,030.

#### CLERKS OPERATING LABOR-SAVING DEVICES.

Mr. KRAM. A recommendation for the modification of the language providing for compensation of employees operating labor-saving devices, submitted by the department on the 4th ultimo, was referred to the House committee on the 7th ultimo, too late for consideration. At present the use of this fund is limited to compensating employees only when engaged in operating labor-saving devices. A modification of the language will make it possible, when that part of the auditing which is done by labor-saving devices is completed, to assign the operatives to other auditing work. The audit is completed as soon as practicable after the receipt of the accounts, and there is necessarily a certain period in each quarter when a part of this force is available for the performance of other duties. The language referred to is on page 42, lines 18 and 19—strike out "by the use of labor-saving devices," and strike out the same phrase on page 43, lines 6 and 7.

#### SICK LEAVE.

Senator SMOOT. How much of this sick leave do you allow in your department?

Mr. KRAM. Thirty days' annual leave, and, under the time-and-a-half leave regulations of the Treasury Department, sick leave is granted at the rate of 10 days a year, provided that in any year there may be added to the 10 days any number of days the employee may not have used of the 10-day allowance in each of the four preceding years, up to the limit of 30 days in any one year. There are 300 employees on the rolls of the office; 300 are in statutory positions and 280 on the lump-fund roll. The average sick leave granted to 300 employees on the statutory roll for the calendar year 1916 was 10 days, and this leave was granted to about one-third of the number on that roll. Sick leave to employees compensated from the lump-fund roll was granted in about a dozen instances, with an average of 9.5 per employee, and in each instance the sick leave was granted only after the full 30 days' annual leave had been taken.

Senator SMOOT. No; I mean, what is the maximum?

Mr. KRAM. The maximum under the general law is 30 days' annual leave and 30 days' sick leave in any one year.

**Senator Smoot.** Therefore these employees affected by the striking out of this provision would be given 30 days' sick leave if absolutely necessary, while under the present law they do not have it?

**Mr. KRAM.** Under the present law compensation for sick leave is allotted to employees on the lump-fund roll only within the limits of the appropriation. They are paid for 30 days' annual leave and holidays, and any balance remaining unused in the appropriation is available for sick leave.

**Senator Overman.** Within the limitation they can allow sick leave, but they can not pay out more than the \$37,030.

**Senator Smoot.** If we strike out that limitation, there will not be any limitation.

**Senator Overman.** No.

**Mr. KRAM.** Under the present conditions employees compensated from the lump-fund roll are paid on a monthly basis, whereas formerly they were compensated on a piece-rate basis; and with the change in method of paying this class of employees for their services there is no justification in a discrimination in the matter of leave.

**Senator Overman.** That is just discretionary with you?

**Mr. KRAM.** The granting of sick leave is within the discretion of the head of the bureau. Thirty days' annual leave, however, is approved for each employee, but applications for sick leave are acted upon after a full statement of the facts and the applicant's sick-leave record for preceding years is taken into consideration. I believe that the average sick leave to employees on the lump-fund roll would not exceed the average of those on the statutory roll.

**Senator Overman.** Is there anything else?

**Mr. KRAM.** A further change is recommended in the language of the paragraph which authorizes the Secretary of the Treasury to diminish the number of statutory positions under certain conditions. It is recommended that the word "hereafter" be inserted as the first word, line 22, page 42.

**Senator Bryan.** That is limited here to one year?

**Mr. KRAM.** This legislation has to be enacted each year.

**Senator Bryan.** The paragraph referred to reads:

"The Secretary of the Treasury may diminish," etc.

**Mr. KRAM.** On page 42, lines 22 and 23, the clause "during the fiscal year 1918" should be stricken out.

**Senator Smoot.** You want to make it permanent?

**Mr. KRAM.** Yes, sir.

#### DIVISION OF CUSTOMS.

### STATEMENT OF ANDREW J. PETERS, ASSISTANT SECRETARY OF THE TREASURY.

#### INCREASE IN SALARY OF ASSISTANT CHIEF.

**Mr. Peters.** Mr. Chairman, the first thing suggested here is raising the salary of the assistant chief of the customs division from \$3,000 to \$3,600.

**Senator Oliver.** On what page is that?



Mr. PETERS. Page 37. Last year the customs division and the division of special agents were consolidated at a total estimated saving of \$10,120. That included raising the salary of the chief of the customs division from \$4,000 to \$4,800 and increasing the salary of the assistant chief from \$3,000 to \$3,600. Congress raised the salary of the chief of the customs division from \$4,000 to \$4,500 but did not raise the salary of the assistant chief from \$3,000, which it was before this consolidation. The increased work on both the chief of the customs division and the assistant chief is very considerable by this consolidation. The net saving, even carrying out the recommendation of the increases which we made, would result in a saving of \$10,120. This was included last year.

Senator OVERMAN. The salary of the chief was raised to \$4,500.

Mr. PETERS. Yes. We asked at that same time for the increase of the salary of the assistant chief from \$3,000 to \$3,600.

Senator OVERMAN. Yes; but the question in the committee was when that came up, then next year there would be asked an increase for the \$3,600 man, and here we have it.

Mr. PETERS. Yes; but it was asked for last year.

Senator OVERMAN. Yes; I know it was. How much is his salary to be increased to, \$3,600?

Mr. PETERS. This increase was asked for in the original estimate and was to compensate the assistant chief for the extra work and responsibility entailed on him as a result of the consolidation. There would still result a net saving of over \$10,000 as the result of the consolidation. This increase was contemplated at the time and was provided for in the original estimates which were submitted to the House last year.

Senator SMOOR. Of course, the reduction was made on the basis that there was not nearly the work being done in the customs division that there had been in years past, and you had not work enough for the employees you had, so that you had to make a reduction; that is, I mean to do partial justice to the Government, anyhow.

Mr. PETERS. I should not say that the work of the customs division had been falling off to any extent, Senator.

Senator SMOOR. That is what we had anyhow, and that it was necessary to retain the employees that you had, after the passage of the bill doing away with the specific duty, but mostly having the whole question on the ad valorem duties; there was not the work there was more on the free list; and there was not the work actually needed, and the work was not carried on as it had been in the past. So I understood it.

Mr. PETERS. Well, Senator, by possibility, do you have in mind the sundry civil bill, which has the field force in it; because I was aware that there was any marked decrease in the work that is done here by the staff in the Treasury Department? The increase in drawback matters and in neutrality matters have more than compensated for loss in customs questions and the work of the customs division is at normal. The consolidation was not caused through the falling off of work, but to prevent duplication of work. Before the consolidation the customs division and special agents' division duplicated some work. Now such duplication exists no longer, and we have much more efficient organization.

**Senator Smoot.** I have always understood that there was—that the work was falling off considerably.

**Mr. PETERS.** The consolidation has developed a closer cooperation of the service between the special agents all over the country and the custom service which, we think, has resulted in a much more efficient management. You see, we collected last year nearly \$15,000,000 of revenue, and we have to maintain practically the same forces as we ever had, and there has been little change. Increased duties, growing out of neutrality, have required much attention at certain ports.

**Senator Smoot.** I do not see why there should be the same cost to collect that money as there was for the collection of \$323,000,000, and particularly under the law as it had to be administered at that time. I am only bringing this up to justify the committee in making the reduction in the number of employees that was made. I know, if I remember rightly, that that was stated to the committee; but at the time that they said that—about these positions of the chiefs of divisions—I think there were two assistant chiefs.

**Mr. PETERS.** Two assistant chiefs.

**Senator Smoot.** You have increased them from \$3,000 to \$3,600. I think that increase was made. In fact, I am quite sure that the chief of the division was increased.

**Mr. PETERS.** Yes; the chief of the division was increased from \$4,000 to \$4,500.

**Senator Smoot.** The chief was increased from \$4,000 to \$4,500. I remember the chairman of the subcommittee, Mr. Martin, was very much interested in that item, and it was increased, as I stated, but the salaries of the two assistant chiefs of division were not, and I know at the time that the statement was made by nearly every member of the subcommittee that with the increase of the salary of the chief of division there was no question but what the two assistant chiefs of division would ask for that increase.

**Mr. PETERS.** Yes; that is true that there was no question, and that was done in the original estimate submitted to the House last year before the consolidation, the object of which was to give a more efficient and economical administration. We have taken over the special agents division under the Customs Division.

#### SUPERVISING TEA EXAMINER.

**Senator Overman.** What was the reason that the supervising tea examiner was transferred to the Customs Division? The supervising tea examiner was not estimated for to be transferred to the Customs Division.

**Senator Bryan.** That is in lines 2 and 3 on page 37, "Supervising tea examiner, \$2,750."

**Senator Smoot.** There is a note here: "Not estimated to be transferred to the Customs Division."

**Senator Bryan.** They did not transfer him.

**Senator Overman.** You do not insist on that?

**Mr. PETERS.** I was about to take that up. I think the supervising tea examiner had best come under the general appropriation, so that he will be kept as a part of the field force. We have various field examiners at several of the larger ports, and this tea examiner goes

between those ports and sees that they are maintaining the same standard, etc., and the idea was to have him in the general field force, and the appropriation came under the customs appropriation more properly than under the particular appropriation where it is now.

Senator SMOOT. It will make no difference in the appropriation!

Mr. PETERS. No.

Senator OVERMAN. It will make no difference in the appropriation, except right here. Is there anything else?

Mr. PETERS. Just a moment in regard to the general appropriations for customs. That is estimated at \$150,000 less this year, and the Senator was asking me about the work which was being done, and the necessity for maintaining the organization. While the many goods on which duty was collected now come in free, these goods still require an examination, their identity and weight or quantity determined, they still have to be examined and weighed, and we still have to maintain about the same organization at all of our customs stations. We are perfecting the organizations and making them more efficient, and trying to make them more economical. While the amount collected has decreased, the volume of both imports and exports has increased. The value of imports for the fiscal year amounted to \$2,197,883,510; an increase of approximately \$484,000,000 over the previous year. The Treasury Department is alert to increase the efficiency of the service and decrease its cost. The service the last year, despite the increased activities of the service, was operated at a saving of \$117,176 over the previous year and at a saving of \$628,093 over 1914 and a saving of \$1,118,349 over 1913.

#### OFFICE OF SOLICITOR OF THE TREASURY.

### STATEMENT OF LAWRENCE BECKER, SOLICITOR OF THE TREASURY.

#### INCREASE IN SALARY OF LAW CLERKS.

Mr. BECKER. I have requested an increase of the salaries of two law clerks in the solicitor's office from \$2,000 to \$2,500. That is the highest salary now paid to law clerks in that office.

Senator OVERMAN. That has not been estimated for?

Mr. BECKER. I was not here in the fore part of October when the estimates went in, and the Attorney General's office gave me permission to write you in regard to it, and if the committee saw fit to put it in, why, well and good. The reason I am here is that I happened to be absent from the city at the time these estimates were made up. These clerks have been there for some time. They are able men, and they are getting less salaries than other law clerks in other divisions.

Senator SMOOT. Less than some law clerks in other divisions.

Mr. BECKER. I have here a statement of the comparative salaries.

Senator OVERMAN. They are less than most of them get.

Mr. BECKER. Yes; they are less than most of them get. Now, this is the office which passes on legal questions. The opinions of the solicitor's office are binding, whereas the opinions of many of the law clerks in the different divisions are not binding. In many of these

divisions, before they finally bind the department they come to the solicitor's office and the solicitor's office really writes the opinion that is binding on the department and has to be followed. Since the creation of the Federal Farm Loan Board this office has been doing legal work and is doing it at this time. These men, I think, are entitled to salaries of \$2,500.

Senator SMOOT. You think the law clerks are entitled to more than the docket clerks, do you?

Mr. BECKER. Oh, yes.

Senator SMOOT. I think so, too.

Mr. BECKER. Those docket clerks are doing really law clerks' work, too.

Senator BRYAN. You did not appear before the House committee, did you?

Mr. BECKER. No, sir.

Senator BRYAN. I did not understand just what your request is.

Mr. BECKER. I want two law clerks increased to \$2,500.

Senator OVERMAN. Is there any difference in the kind of work that the two clerks do?

Mr. BECKER. What?

Senator OVERMAN. Is there any difference in the work of those two law clerks?

Mr. BECKER. No, sir.

Senator OVERMAN. They are of equal dignity, are they?

Mr. BECKER. They have to pass over a great field, and write opinions on many questions. You see, even the Banking Division sends to us for opinions. Here is Mr. Malburn, who has charge of the national banks, and the solicitor's office is the legal adviser for the department; and also for the comptroller. And although the Federal Reserve Board has its own counsel, yet the opinions of its counsel are not binding upon the Treasury Department. The opinions of the solicitor are binding upon the Secretary and Comptroller of the Currency.

Senator OVERMAN. Do they refer to you for advice in order to make opinions binding?

Mr. BECKER. They do, and in order to get an opinion to give to the Attorney General, his rules are that the thing must be passed on first by the solicitor, and the opinion of the solicitor is what goes to the Attorney General, and he either affirms or reverses it; and yet the men in the solicitor's office are getting less pay than any of these law clerks in many of these divisions.

Senator OVERMAN. The law clerk writes an opinion and submits it to you, and you pass it up to the Secretary?

Mr. BECKER. Yes. Some of them—many of them are specialists. On very important new questions the solicitor writes the opinions himself. Of course if the solicitor could do all the work he would not have any use for law clerks. Every man who writes an opinion puts his initials on it, and he gets credit for what he does, and that is the rule in all the departments. Every law clerk that writes an opinion puts his mark on it, and it can be seen what he has done during the year and what kind of opinions he has written. Of course the solicitor is responsible for them.

Senator OVERMAN. All right, Mr. Solicitor; we are glad to have heard from you, and we will give this matter consideration. Now,

Mr. Watson, the chief clerk of the Department of Labor, will be heard next.

DEPARTMENT OF LABOR.

STATEMENT OF MR. ROBERT WATSON, CHIEF CLERK.

Senator OVERMAN. We do not want you to cover anything that you have covered before the House committee, because we have their hearings here in print. Is there any new matter you have to present? If so, we will be glad to hear it.

Mr. WATSON. Bearing in mind your admonition, I will endeavor to be as brief as possible.

OFFICE OF THE SECRETARY.

INCREASES OF SALARIES OF EMPLOYEES.

There are a few matters under the item of salaries for office of the Secretary to which I wish to invite your attention. At the time of the creation of the Department of Labor the salaries of several of the positions were fixed at much lower figures than were paid for corresponding positions in other departments. These estimates for 1918 contemplate placing those positions upon an equality with what is paid in other departments in the same positions. Within that category come the chief clerk, the appointment clerk, the assistant chief clerk, the deputy disbursing clerk, and the Chief of the Division of Publications and of Supplies, and others of the lower salaried positions, namely, the messenger to the Secretary and the messenger to the Assistant Secretary.

NEW EMPLOYEES.

We have also asked for the following new positions: One clerk, at \$1,800, to replace the man who was on detail to the Secretary's office from one of the bureaus within the department.

Senator SMOOT. That is just to replace a messenger?

Mr. WATSON. Yes. Also one of these men designated as assistant to the chief clerk is to replace a man now filling that position from the Bureau of Immigration.

From the outset we have not had a sufficient force to attend to the business in the Secretary's office, and have had to draw upon the various bureaus for people to perform the duties of that office. The House committee has allowed us several positions, but it is not entirely adequate to our needs, and we are endeavoring now to secure those additional positions, namely, one \$1,800 clerk, one at \$1,000, and one at \$900, and we are also asking for a salary of \$840 for a messenger who is to drive the motor truck. We have had two men on that job before, and as soon as we developed them to a reasonable degree of efficiency they went to other departments at \$840. We were able to pay them only \$720. That disposes of these matters.

There are four assistant messengers. We request that one of these assistant messengers be designated a messenger, which carries a salary of \$840.

Senator BRYAN. You want one messenger and three assistant messengers?



Mr. WATSON. Yes; as I say, it is physically impossible to keep a man on that job at the salary we have been enabled to pay so far. Three of them have left us, two going to the Post Office Department and another to one of the other departments at higher salaries.

Senator BRYAN. You want that changed so as to make it one messenger and three assistant messengers?

Mr. WATSON. Yes.

#### COMMISSIONS OF CONCILIATION.

Mr. WATSON. This was not presented to the House committee. This last year we were unable to comply with several requests for mediation, because the funds were entirely exhausted, we had spent all the money that we had; and, according to our best judgment, on what was done in the past year we feel that we should have \$100,000 for the ensuing year. Of course, if we do not have occasion to use that money it will not be expended.

Senator OVERMAN. How much were you allowed the last year?

Mr. WATSON. \$75,000.

Senator OVERMAN. And you did not have enough?

Mr. WATSON. No, sir; we had to refuse to respond to several requests because we had no money with which to send a man.

#### CONTINGENT EXPENSES.

Another item is contingent expenses. Our estimate for the next year contemplates an increase of \$8,240 over the present year. The House has allowed us \$3,900, which will not be adequate to meet our needs. The committee is probably familiar with the rulings of the Post Office Department which requires us to pay for many shipments which we formerly sent under the official frank. They alone will cost us from \$3,000 to \$4,000 during the ensuing year, and the \$4,000 which we have been allowed therefor will simply meet that and we will not have enough to buy anything on the market. Also we are to move into a new building on the 1st of July, and the new furniture will entail an increase.

Senator OVERMAN. Where are you moving to?

Mr. WATSON. Into a new building across the street.

#### RENT OF BUILDING.

Senator OVERMAN. What did you do about your rent?

Mr. WATSON. We will be back here for a \$4,000 deficiency this year for that. That was authorized by law, of course. We execute that lease for this year for \$24,000. We are getting rent on this new building cheaper than any other department of the Government.

Senator OVERMAN. What are you paying for that?

Mr. WATSON. About 32 cents a foot.

Senator OVERMAN. Is that all?

Mr. WATSON. That is all from me, Senator.

Senator OVERMAN. We will hear Miss Lathrop, now.



## CHILDREN'S BUREAU.

## STATEMENT OF MISS JULIA C. LATHROP, CHIEF.

Miss LATHROP. Mr. Chairman, on the basis of the showing that we made before the House committee, the House allowed us on the floor an increase of \$109,120. That is considerably less than our request. It was given us in two items, in lump sum, because that was the only way it could be given us. One item was the \$72,120 which exactly equalled our request with the new statutory provision. The other item is a lump sum, an increase of \$37,000.

We have prepared here two amendments which would place this amount on the statutory roll, giving us the provisions as was obviously intended in the House, and adding to the ways in which we could expend the lump sum certain items which are not in the bill as it stands here. The most important among them is that we be allowed to use the sum of \$5,000 for special services in the District of Columbia to meet such emergencies as this which we had last year during baby week campaign, which was fully explained in the hearing before the House committee. I think that is all I have to say. May I leave you copies of this?

Senator OVERMAN. Yes. Let that go in the record.

(The matter referred to is here printed in full as follows:)

Request striking out lines 14 to 24, inclusive, page 134, and insert the following:

## SALARIES.

*Children's Bureau.*—Chief, \$5,000; assistant chief, \$4,000. Experts: One on sanitation, \$2,800; industrial, \$2,000; social service, \$2,000; librarian, \$2,000; statistical, \$2,000; research, \$2,000. Special agents: One at \$1,800, 4 at \$1,600 each, 15 at \$1,400 each, 20 at \$1,200 each. Private secretary to chief of bureau, \$1,500. Clerks: Administrative, \$2,000; 5 of class 4, 8 of class 3, 11 of class 2, 25 of class 1, 27 at \$1,000 each; 5 copyists; messenger; assistant messenger. In all, \$178,760.

Request striking out lines 25 and 26, page 134, and lines 1 to 16, inclusive, page 135, and insert the following:

## GENERAL EXPENSES, CHILDREN'S BUREAU.

For traveling expenses and per diem in lieu of subsistence at not exceeding \$4, pursuant to section 13 of the sundry civil act approved August 1, 1914, of officers, special agents, and other employees of the Children's Bureau; expense of attendance of officers and employees at meetings or conventions of members of societies and associations when authorized by the Secretary of Labor; employment of experts for child-welfare surveys, to be paid at a rate not exceeding \$2,500 per annum; assistants for child-welfare surveys, to be paid at a rate not exceeding \$1,200 per annum; experts and temporary assistants, to be paid at a rate not exceeding \$8 a day; interpreters, to be paid at a rate not exceeding \$4 a day when actually employed; temporary clerks and stenographers in the District of Columbia, to be selected from the civil-service registers and to be paid at the rate of not exceeding \$100 per month, the same person to be employed for not more than six consecutive months, the total expenditure for such temporary clerical assistance in the District of Columbia not to exceed \$5,000; the purchase of reports and material for the publications of the Children's Bureau, books of reference, newspapers, and periodicals, including the advance payment of subscriptions for the same, for newspaper clippings to enable the Children's Bureau to secure data regarding the progress of legislation affecting children and the activities of public and private organizations dealing with children; and for reprints from State, city, and private publications for distribution when said reprints can be procured more cheaply than they can be printed by the Government; and for the purchase of materials for exhibits and conferences, \$95,000.

## BUREAU OF IMMIGRATION.

**STATEMENTS OF MR. ANTHONY CAMINETTI, COMMISSIONER GENERAL OF IMMIGRATION, AND MR. ROGER O'DONNELL, SPECIAL IMMIGRANT INSPECTOR.**

## ADDITIONAL EMPLOYEES.

Mr. O'DONNELL. Our first item is on page 133. The estimates for the Bureau of Immigration for the next fiscal year contemplated increases to the extent of six persons, two law examiners and two clerks in the Bureau of Immigration proper, and two clerks in the Division of Information. The House did not allow any of these items, and without repeating what was said before the House committee, I should like to say a word in regard to the law examiners' positions and the two positions in the Division of Information.

## LAW EXAMINERS.

The purpose of asking for the law examiners has been to have men who were trained in law work attached to the bureau in Washington, so that they might work part of the time in the bureau and keep in touch with the method of handling cases here in appeal and warrant cases, contract labor cases, and prosecutions generally, and also go out to the field stations and standardize methods at all the stations, in handling the same classes of cases, and to assist in the preparation of court cases in cooperation with United States attorneys, where prosecutions are indicated. That is a résumé of what was stated in the House hearings.

There were two other clerks asked for in the Bureau of Immigration, and we would be glad to have them, but we are laying special stress upon these law examiners.

## ADDITIONAL CLERKS, DIVISION OF INFORMATION.

The remaining two clerks are in the Division of Information, which is handling the employment work. We have set forth in the House hearings the extent to which this work has gone. For instance, in the fiscal year 1915 we had succeeded in placing 11,718 persons, while from the present indications this year, we anticipate our work will result in placing in profitable employment from 200,000 to 250,000 persons. We have done this without any increase in the force so far as the bureau in Washington is concerned.

Senator BRYAN. Where did you get them from?

Mr. O'DONNELL. This work is done in the field and is directed from here.

Senator BRYAN. Where did those men come from?

Mr. O'DONNELL. All over the United States. This work is Nation wide. We have established branches in all the principal cities of the country, wherever we have immigration offices, and in some places where we have none we have opened offices, and have been cooperating with the States and cities and various organizations in the placing of the unemployed.

Senator OVERMAN. Where do you get these employees? Where do you find them?

Mr. O'DONNELL. They apply for positions. There are always some people out of employment who are seeking the good offices of the Government in finding profitable employment, either in the localities where they are living or elsewhere, where the opportunities are better, and the idea is to bring those jobs and the jobless people together.

GENERAL IMMIGRATION CONDITIONS AND INCREASE OF WORK IN BUREAU.

Mr. CAMINETTI. Before the House committee this matter was fully presented, and they seem to have gone on the theory that immigration having decreased in the last few years we did not need these officers. Mr. Chairman, notwithstanding that immigration has decreased, the work in the bureau has increased. Immigration on the western coast has increased throughout the period of the European war. Immigration across the northern border has increased. On the southern border the same thing has happened. There is more work on the northern and southern borders upon our officers.

On the eastern coast immigration has fallen off to some extent, but at the Washington office, together with the offices on the northern and southern borders and on the western coast, the work has increased materially.

LAW EXAMINERS.

Again, in regard to the request for the two law examiners, our law division is in the position of an appellate court in a State, yet we are compelled under the conditions to-day to build up our officers for the purpose of acting as appellate judges, from men that have gotten into the service through civil-service examination as clerks. We should be given lawyers to act in the capacity of practically a supreme court, dealing not only with questions of national importance and constitutional questions, but also with international subjects. Not a week passes but that some ambassador or minister representing a foreign nation or some consular officer from a foreign government presents questions of importance to our department through the State Department; yet we have no one assigned and can obtain none unless we build them up from a clerk or a stenographer to do the work we have to do.

Senator OVERMAN. Can you get such men?

Mr. CAMINETTI. I think we can. We now have to build them up from stenographers and clerks, and it takes a long time to do that, and the question is, Should the Government educate men to fill those positions, or should we find the ability in the men when we want them? We should have asked, and I wanted to ask, for attorneys to be assigned, but I thought it might be difficult to do that, so we would do the best we could with two law examiners. I do not want to be understood as saying that we have not an able lawyer in charge, because we have as able as there is in any like service in the Government to-day. But suppose he should leave the bureau. Where could we get another to take his place under the present arrangement? Hence we would like to have, if you deem it consistent with the duties that we have to perform and with the increased work we have to do, these two law examiners, because it would help us materially. We

really need the other two clerks we are asking for with those two law examiners in the Bureau of Immigration.

Absolutely we need the extra two that we have asked in the Division of Information, which is acting as an employment section, because the work has increased there over 50 per cent in the last year, and I will not know how to be responsible if I should be in charge of the bureau in the next fiscal year unless this increase is given us. I am very sorry that the House has not seen fit to do so, and hope you gentlemen will take into consideration the extensive work we are doing. If you can take the time to come and see the work and how we do it and the way the work has grown, I know we will satisfy you of the necessity for all we ask, not only as to the law examiners, but lay a foundation to secure the expert legal service which the bureau needs in the performance of the duties that are incumbent upon it.

Senator OVERMAN. We are obliged to you, Mr. Caminetti. We will consider the matter.

#### BUREAU OF LABOR STATISTICS.

#### STATEMENT OF ROYAL MEEKER, COMMISSIONER OF LABOR STATISTICS.

Mr. MEEKER. My first item is on page 132 of the bill. Mr. Chairman, I can not guarantee not to say any word that was said before the House committee, because I was unable to appear before the House committee.

We have asked for \$46,840 increase on the salary roll, and the House granted us \$10,400 increase; and I am asking for the reinstatement of the items cut out, with the single exception of the item of \$2,520 for the chief of the Woman's Division.

Senator OVERMAN. Have you got a woman's division?

Mr. MEEKER. We have a woman's division.

Senator OVERMAN. What does the chief of that division do?

Mr. MEEKER. The chief of the Woman's Division heretofore has gotten \$2,000.

Senator OVERMAN. What did she do?

Mr. MEEKER. She is the person who has direct charge of the investigations that are primarily concerned with women in industry; with the special problems——

Senator OVERMAN. Does not that work conflict somewhat with that of the Child Labor Bureau?

Mr. MEEKER. Not with the Children's Bureau, in the least.

Senator OVERMAN. You do not take in children?

Mr. MEEKER. We did; and of course at times we are obliged to get our wage statistics, including children; but so far as possible I attempt to cooperate with Miss Lathrop so that we do not duplicate her work, as a general thing. Miss Lathrop's work is quite a different thing from that of the Bureau of Labor Statistics.

Senator SMOOT. Why is it? State what the difference may be.

Mr. MEEKER. Of course, I can not speak for the Children's Bureau, but I do know that they have paid very little attention to children in industry.

Senator SMOOT. That is what they were organized for.

Mr. MEEKER. I think they are not doing very much in that line. Senator SMOOT. That is what the bureau was created for.

Mr. MEEKER. I do not know what they were created for, but they are not conflicting with us. They do not go into the industries, the textile industries, the boot and shoe industry, and all of those industries that we investigate.

Senator OVERMAN. As to children they do.

Mr. MEEKER. We have not found their agents in the industries thus far. They may take that up later. They have entered into investigations in the State of Massachusetts that were somewhat duplicating our investigations, but that matter was adjusted satisfactorily between us.

Now, if I may revert to the statutory roll, the reason I am making this request is because primarily the work of the bureau is growing to such an enormous extent.

#### MONTHLY REVIEW.

Here is the Monthly Review that was established by me a year ago last July. It takes an enormous amount of work to get out the Monthly Review, and it is well worth the trouble that is expended upon it.

Senator OVERMAN. Is this a review of what your work is?

Mr. MEEKER. It covers all matters in the current field of labor: not merely the domestic field, but the world's field. It is a valuable publication, being used by the busy man who has not time to study special reports. I think I can say with all fairness that all important official reports are not merely listed in the Monthly Review, but that they are briefly summarized, so that the contents can be known to those interested, and it includes all the fields that we are interested in—wholesale and retail prices, wages, and hours of labor, industrial hygiene, women in industry, and all the other subjects that we cover; workmen's compensation, social insurance, etc.

Senator OVERMAN. You have one chapter here on juvenile labor.

Mr. MEEKER. Well, that is an article that appeared in that particular number.

I was impressed, even before I came into the bureau, with the need of a monthly publication of that kind dealing with a great many matters that are not big and important enough to justify a separate bulletin, but which are of importance enough to be recorded. This gives that information. Of course the establishment of that means an additional drain upon the bureau, and just along the line that Mr. Watson was speaking on, with reference to the conciliation and mediation work of the department; the department, because of lack of appropriation, sometimes has been obliged to rely upon the Bureau of Labor Statistics to furnish a man and to pay his expenses. Of course that cuts into my appropriation. We try to work things cooperatively with the Department of Labor. We try to work as a team and not as opposing teams.

#### DETAIL OF EMPLOYEES.

Senator SMOOT. You do not take one appropriation and use it for another purpose distinct from that for which it was appropriated, do you?



**Mr. MEEKER.** It does not amount to that, Mr. Senator.

**Senator SMOOT.** Why does it not? If we appropriate so much money for you to use for a certain purpose, and then there is another part of the Bureau of Labor calls upon you for a man to do entirely different work and you furnish that man out of that appropriation, that is spending money which was not appropriated for that purpose.

**Mr. MEEKER.** The organic act creating the Department of Labor permits the Secretary of Labor to do just that thing.

**Senator SMOOT.** The organic act provides that Congress having appropriated \$10,000 for a certain purpose, then the Bureau of Labor, or any part of it, can take that money and spend it for another purpose?

**Mr. MEEKER.** If you put it that way; yes.

**Mr. WATSON.** The Secretary has authority to make regulations under which the Secretary's office may draw men from the different bureaus and may change them around; but we do not divert any funds. They are in proper channels. The Secretary can take clerks from the bureaus for service in the Secretary's office.

**Senator SMOOT.** But that is an entirely different proposition from what the gentleman has spoken of. He claims that when your appropriation for certain work is exhausted you call upon him for certain men and have him to pay the expenses of those men and thereby reduce his appropriation. Now, you have no authority under the law to do that.

**Mr. WATSON.** Maybe I did not get the thought. I thought he had reference to what I have spoken of.

**Senator SMOOT.** No; it was not the removing of one clerk to the office of another part of the bureau, but it was taking a man from a place under his control, and money appropriated especially for that particular work under his control, and sending him to an entirely different work and paying his expenses.

**Mr. MEEKER.** I beg your pardon, it was not an entirely different work. It is always work that is connected with the Bureau of Labor Statistics.

**Senator SMOOT.** Oh, well, that is far-fetched. You had so much money appropriated to you, you say, for a certain purpose, and that money was not spent for that purpose, but it was spent for another purpose—part of it.

**Mr. MEEKER.** Shall I specify just what I mean?

**Senator SMOOT.** Yes; certainly. You can not do that.

**Senator OVERMAN.** How did that purpose differ?

**Mr. MEEKER.** This is what happened, Mr. Chairman: For instance, last fall one of my special agents was detailed to make a special investigation of a particular mess of strikes in a particular city. It was work that I had not contemplated doing at all. The Secretary of the department had a perfect right to draft this man and send him out there. He was sent there, and at the expense of the Bureau of Labor Statistics, and that cut into my appropriation for a purpose that I had not contemplated in making my estimates.

**Senator SMOOT.** That is exactly what I said. You referred to a statement that was made by Mr. Watson in regard to the amount of \$75,000 last year appropriated to the commissioner of conciliation,



which was not sufficient, and then, referring to that, you stated that there was an appropriation made to the Bureau of Labor Statistics, and that you were thereafter called upon to furnish a man to do certain work that was under the head of the commissioner of conciliation——

Mr. MEEKER. Not conciliation.

Senator SMOOT. Or of the census.

Mr. MEEKER. To get the data of strike conditions; work that I had not contemplated doing. That is work that the Bureau of Labor Statistics is authorized to do. The Secretary can direct me to do it; or he can send agents from my bureau to San Francisco tomorrow if he wishes to investigate strike conditions. It is work I did not contemplate doing, but if he asks me to do it I will do it, and shall be obliged to do it; but there is no violation of law, Mr. Senator.

Senator SMOOT. In other words, we appropriate \$140,280 for the Bureau of Labor Statistics, and then we enumerate certain offices here, or officers, that that money shall be paid to. Now, do you mean to tell me that you can take a part of that money for any other purpose than what is directly appropriated for?

Mr. MEEKER. We can not do anything with those statutory positions other than what is authorized by the law. Certainly not, Senator.

Senator OVERMAN. Is there anything else you wish to say?

Mr. MEEKER. The work of The Monthly Review and the other increasing work demands an increase in the statutory——

Senator OVERMAN. Is there any demand for this Monthly Review?

Mr. MEEKER. It is the most important, the most widely circulated publication issued by the bureau.

Senator OVERMAN. How do you furnish it—on demand?

Mr. MEEKER. We send it to anybody who asks for it.

Senator SMOOT. They make up a list. It is only one of 20 of such publications made by this and the other departments.

Senator OVERMAN. Yes; I know there are a number of them. Has your attention been called to this law:

And thereafter all details of civil officers, clerks, or other subordinate employees from places outside of the District of Columbia for duty within the District of Columbia, except temporary details for duty connected with their respective offices, be, and are hereby, prohibited.

I understand you detailed a man from your department to another department to go somewhere else?

Senator SMOOT. Outside of the District of Columbia.

Mr. MEEKER. I did not catch your reading, Mr. Chairman.

Mr. WATSON. I think I can straighten that out, if you will allow me. You had reference to the man who went to Alaska, did you not?

Mr. MEEKER. That is a different matter. Of course, he was paid out of the fund——

Mr. WATSON. There was a conciliation case in which the Secretary conceived it would be desirable to gather some other data, and this particular employee who was detailed was not, as I understand it, a statutory employee within the bureau; I think he was a special agent with authority to proceed to the field, and it was not for the purpose

carrying on the conciliation work that he was sent out, but he was sent out to gather some other data—to do work that was directly within the scope of the Bureau of Labor Statistics, although it was accidentally in connection with the other case.

**Senator OVERMAN.** He gathered some statistics that they wanted to be used in connection with that case of conciliation?

**Mr. WATSON.** They were for the general information of the bureau as a fact gathering bureau. It happened that this information was incidental to that particular case, though.

**Senator OVERMAN.** Is that all, Mr. Meeker.

**Senator SMOOT.** If he was a field man and was being paid out of the funds of the Bureau of Labor Statistics, then it would not have reduced Mr. Meeker's appropriation, because it was appropriated for, if he was a field man, and it would not have made a particle of difference whether he worked at that or something else, as to the amount of the appropriation.

**Mr. MEEKER.** Yes.

**Senator SMOOT.** But the gentleman said that this man was taken, you know, detailed from the Bureau of Labor Statistics, and that his expenses were paid, thereby reducing the appropriation for that bureau.

**Mr. WATSON.** I am not familiar with that particular case.

**Mr. MEEKER.** When a man is taken from the Bureau of Labor Statistics the work he has been doing is not being done. It means that there is just so much less work being done in the Bureau of Labor Statistics along the lines planned.

**Senator SHOOT.** Yes; but that is not what you said. You said it took so much of your appropriation.

**Mr. MEEKER.** I want again to repeat that all the work done in the Bureau of Labor Statistics is along the line that is authorized by law for the Bureau of Labor Statistics to do, and there has been no malappropriation of funds whatsoever; but it has amounted to putting more work on the Bureau of Labor Statistics than had been planned for, creating greater demands; and that is characteristic of the work of the bureau ever since I have taken charge of the bureau. For instance, inquiries come in every day from bureaus of labor statistics and official sources and private sources. I have information concerning accident statistics, concerning industrial hygiene, workmen's compensation, and social insurance——

**Senator OVERMAN.** Do you take hygiene? Is that a part of your work?

**Mr. MEEKER.** Social hygiene comes within our scope.

**Senator OVERMAN.** The Public Health Service, I thought, had that.

**Mr. MEEKER.** The Public Health Service does some things; but they can not do the work that the Bureau of Labor Statistics does. If you will look over the latest publications you will see that.

**Senator OVERMAN.** I know what you are doing. Is not the Public Health Service trespassing on your work?

**Mr. MEEKER.** I do not think so. They have some offices, and they are doing some excellent work; but they are not doing anything wrong any more than we are.

**Senator OVERMAN.** You spoke of hygiene. Their work is necessarily concerning hygiene?

Mr. MEEKER. Necessarily. Industrial hygiene, occupational hygiene, is a very specialized subject, and the Bureau of Labor Statistics, inasmuch as its agents who are informed of occupations as no other bureau is, quite naturally can do work in the field of occupational hygiene that no other bureau can do. It would not be necessary for them to do it.

Senator OVERMAN. Is there anything else?

Mr. MEEKER. No, sir.

(At 5.40 o'clock, p. m., the subcommittee adjourned until tomorrow, Thursday, January 4, 1917, at 10.30 o'clock, a. m.)

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### UNITED STATES SENATE.

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SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D. C., Thursday, January 4, 1917.*

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Martin (chairman), Bryan, Robinson, Smoot, and Oliver.

### STATEMENT OF HON. WILLIAM C. REDFIELD, SECRETARY OF COMMERCE.

George C. Havenner, chief clerk and superintendent; George Johannes, disbursing clerk; Sam. L. Rogers, Director of the Census; Edward E. Platt, Chief Bureau of Foreign and Domestic Commerce; S. W. Stratton, Director Bureau of Standards; and Arthur J. Tyrer, Deputy Commissioner Bureau of Navigation, appeared.

The CHAIRMAN (Senator Martin). Mr. Secretary, you desire to present something to the committee, as I understand?

Secretary REDFIELD. Yes, sir. In the first place, Mr. Chairman, let me say that we have deliberately cut out of the matters we purpose to bring before you everything that we do not think is necessary. But where services, as some of ours do, more than pay their way in money; where one of our services, the Navigation Service, more than seven times pays its expenses every year in money produced to the Government, we do not think our appropriations ought to be shaved to the limit where human life is affected adversely. That, we think, is wrong. Where, as in our commercial work, we are able to show you five, ten, fifteen dollars for one in product; where we can show you to orders, put them on the table here, Senator, pile them up deep—orders for American goods that would not have been had except for us—we do not think we ought to be too closely curtailed. Where we are, as in the Steamboat-Inspection Service, held accountable for human life, and have been obliged to stop reinspections every year and let vessels go without inspection for lack of means, we think it is wrong.

Senator MARTIN. I do not know how far you have presented what you need to the House committee. The only suggestion I have to make is that I hope you will not duplicate what you said before the House committee.

**Secretary REDFIELD.** Not at all, sir. Frankly, we are not going to ask you for anything like all the matters they omitted, because we do not think it is proper. I shall lay stress upon the things that we do think are necessary, and tell you why. In every case I have prepared a signed typewritten statement, to save you trouble. But I want to just go on with one more remark, Senator, and be responsible for it.

For four years past I have found several of our services financially starved, in a condition in which no private concern would for an hour allow them to operate—not only men underpaid, but duties charged upon us by law which we have no means to carry out. I can not put it too strongly, sir—a case of absolute starvation for the lack of money as compared with the duties we are charged with performing.

**Senator SMOOT.** Mr. Secretary, do you not think that if you had the same power in the department that the superintendent of a private concern would have, you could regulate those wages?

**Secretary REDFIELD.** Certainly.

**Senator SMOOT.** And pay the men who absolutely earn the money what they are worth to that institution, while those who are not earning their money should not receive what they are being paid?

**Secretary REDFIELD.** Why, of course.

**Senator SMOOT.** That is a condition which exists in every department of our Government to-day.

**Secretary REDFIELD.** Why, Senator, I was commissioner of public works in the city of New York, with a power which was worth its weight in gold for economy. I could say of your job: "Senator, if you will be economical with the job you have in charge, I can get a transfer of what you will save, so that Senator Oliver's job, which is short of money, can be carried through;" and, if you were thrifty and careful, I could go to the board of estimates or to a committee and say: "We have saved \$10,000 here which we need yonder. Please give us a transfer." The constitution of the city allowed it to be done. It is perfectly hopeless for me to try to save money in one branch of the department with a view of using it to good advantage in another.

Now, let me just tell you frankly a few things. Dr. Stratton is right here. I want you to see that we are not ignorant of this matter or trying to avoid it.

We are about to commence the manufacture of paper in our Government paper mill for the use of our own department. We have a little paper mill up in the Bureau of Standards. We have begun the saving of the waste paper from the scrap baskets all over our department building. We are going to try to make our pad paper and our multigraph paper ourselves. We have the machine and have the men to do it. It will take some time to get at it and some few changes, but we can do it. I have given orders to use half-sheet letterheads instead of whole letterheads; to use printed ones instead of engraved ones. In every conceivable way we are studying this thing all the time; but we are leaving undone work that we ought to do, and I am giving my attention to details for which I ought to have clerks. We can not run that paper mill in the way we ought to do because we have not two laborers in the Commerce Building to pick

out of the scrap baskets the paper that we can save and make Government paper of without much additional expense to the Government.

I am going to come before you as if I were coming to a board of directors of a factory which I was responsible for running at a profit, not at a loss, and tell you what we think we need on that basis. Nothing would please me more than to have this committee appoint somebody to go through our department with a fine-tooth comb from top to bottom; and if you could find where I could save money, we would be glad to be shown, and would be quick to adopt any suggestion to that end. But it does break my heart to have vessels go ashore on the coast of California because we have not been given \$15,000 to find the tidal currents there and to lose a million dollars at a clip and a lot of lives when we have asked again and again to be given the money to observe those tidal currents. To have a vessel sink on Lake Erie because we have not enough inspectors to examine her as she ought to be examined; to have great big orders go to Great Britain because we have not enough men in the field to get them ourselves when we know where they are and can get them—that is what I do not like.

You gave us \$25,000 extra for promoting commerce last year, and the House cut it out. With that \$25,000, Senator, we could have produced a million dollars' worth of orders for the United States. That is what it will mean.

Pardon me for speaking so plainly.

Senator MARTIN. Now, Mr. Secretary, we shall be glad to know exactly what you want.

#### ASSISTANT CHIEF CLERK AND SUPERINTENDENT.

Secretary REDFIELD. The first statement we wish to submit is regarding the assistant chief clerk and superintendent. I will file the statement. I do not think it is necessary to go any further than that.

(The statement submitted by Secretary Redfield is as follows:)

ASSISTANT CHIEF CLERK AND SUPERINTENDENT, AT \$2,100 PER ANNUM, IN LIEU OF CLERK OF CLASS 3, AT \$1,600 PER ANNUM.

This employee, who now receives \$1,800 per annum, is underpaid. In the Treasury Department the same employee receives \$2,500 per annum; in the War Department, \$2,400 per annum; and in the Post Office Department, \$2,000 per annum. In the absence of the chief clerk and superintendent he is in charge of the Commerce Building, and handles all the administrative details in connection with the care of the building containing 1,200 employees. He has direct supervision of the char and labor forces, the library, the mail force, and the two motor trucks of the department. He should unquestionably receive a higher salary than is paid for clerical services.

We will fill the \$1,800 vacancy by promoting an editorial clerk in the Division of Publications. The highest paid editorial clerk in that division receives \$1,600 per annum. It is difficult to retain efficient editorial clerks because they leave to accept positions elsewhere at higher salaries. Two left for positions paying \$2,000 and \$2,500 per annum in other branches of the Government service; another was transferred to an \$1,800 position in another bureau. If the employee for whom this increase is intended does not soon receive a higher salary, his services will be lost to this department.

WILLIAM C. REDFIELD, *Secretary*.

## STENOGRAPHER TO ASSISTANT SECRETARY.

Secretary REDFIELD. I lay special stress upon the request for a stenographer to the Assistant Secretary. I call your attention to the fact that in the entire office of the Secretary and the Assistant Secretary there are just two stenographers, one of whom is my confidential clerk. It has been for years a very weak spot in the department that my Assistant Secretary has no stenographer in his office, and no means of getting any stenographic work done except by borrowing a man from another service. Frankly, no private concern would allow that condition to exist for a month.

(The statement submitted by Secretary Redfield is as follows:)

## STENOGRAPHER TO ASSISTANT SECRETARY, AT \$1,600 PER ANNUM.

The Assistant Secretary has no office assistance except one private secretary. When he needs a stenographer he borrows one from the chief clerk's office or some division of the Secretary's office. A high-grade stenographer is necessary for his work, and temporary details of stenographers from other offices are made at great inconvenience. There is no employee who can be regularly assigned to duty as stenographer to the Assistant Secretary.

The entire force of stenographers for the office of the Secretary and the Assistant Secretary is two persons, one of whom is the confidential clerk. This small force is frequently overwhelmed with work.

WILLIAM C. REDFIELD, *Secretary*.

## CASHIER.

Secretary REDFIELD. The next matter is the cashier, on which I file a written statement.

(The statement submitted by Secretary Redfield is as follows:)

## CASHIER, AT \$1,800 PER ANNUM, IN LIEU OF CLERK OF CLASS 3, AT \$1,600 PER ANNUM.

The cashier in the disbursing office is designated as a clerk at \$1,600 per annum and is underpaid. He has general supervision over the departmental bookkeeping and keeps the appropriation records of the entire department, covering \$12,324,000. He also handles receipts aggregating approximately \$200,000 a year, and has charge of all cash and check payments. The incumbent of this position is a bonded officer and has to pay his own bond fee. Handling money, both receipts and disbursements, always presents a possibility of financial loss to the cashier without his fault.

He has held this position, at \$1,600 per annum, for over 11 years, and if his salary is not increased his services will probably be lost to the department.

WILLIAM C. REDFIELD, *Secretary*.

## LIBRARIAN.

Secretary REDFIELD. As regards the librarian, I file a statement calling for an increase of \$200 a year, simply pointing out that the librarian has under her care 103,000 volumes.

(The statement submitted by Secretary Redfield is as follows:)

## LIBRARIAN, AT \$1,800 PER ANNUM, IN LIEU OF CLERK OF CLASS 3, AT \$1,600 PER ANNUM.

The librarian of this department is underpaid. In the Geological Survey, the Children's Bureau, the Department of Agriculture, and the Navy Department the librarian receives \$2,000 per annum, and in the Surgeon General's Office,



\$2,500 per annum. This employee has been engaged in the library work of this department for 13 years, and has charge of the consolidated library of 103,000 volumes, which is the best statistical library in the country. It contains a complete collection of statistical publications relating to commerce, census, municipal statistics, navigation, and all subjects called for by the bureaus which it serves. Its value to the department is due to the efficient work of the librarian.

WILLIAM C. REDFIELD, *Secretary*.

Senator MARTIN. What is the librarian receiving now?

Secretary REDFIELD. Sixteen hundred dollars.

Senator MARTIN. That is a pretty good salary. I do not believe there is a woman in the State of Virginia receiving \$1,600 a year.

Secretary REDFIELD. I doubt if there is a librarian with half that number of volumes in the State that is not getting more, Senator. If you can find a library of 50,000 volumes where the librarian is getting less than \$1,600 it would be very interesting to know it.

Senator SMOOT. She comes in now under class 3?

Secretary REDFIELD. Class 3; yes. In five other services which I mention here they are getting \$2,000 for less work. We are asking for \$1,800 for her. She had no increase, I think, for 13 years.

#### ADDITIONAL CLERKS, DIVISION OF SUPPLIES.

In regard to the two additional clerks in the Division of Supplies at \$900, the statement speaks for itself.

(The statement submitted by Secretary Redfield is as follows:)

#### TWO ADDITIONAL CLERKS, AT \$900 PER ANNUM.

These are for the Division of Supplies. The force of 11 of that division performed 170 days of overtime last year, but is not able to keep abreast of current work. During the past year the work has increased 30 per cent.

The department should ship with its own bills of lading instead of the Quartermaster's Department of the Army. This can not be done unless we get the additional employees.

WILLIAM C. REDFIELD, *Secretary*.

#### CABINETMAKER.

Secretary REDFIELD. We are asking here for an increase in the cabinetmaker's compensation from \$1,000 to \$1,200. We shall lose the man if we do not get it. It will cost the Government more than his salary if he goes. No private concern would allow him to go. He is a man who, by his skill and care in making repairs to furniture and cabinet work, more than saves his salary. He is personally known to me, and I urge very strongly that that compensation be increased.

Senator SMOOT. What will we do with all the other cabinetmakers in all the other departments if we increase this man's salary?

Secretary REDFIELD. That would simply bring him up to their lowest level.

Senator SMOOT. I think you are wrong there.

Secretary REDFIELD. In the Coast and Geodetic Survey the carpenters get \$1,200. In the Department of Agriculture they get \$1,200. In the War Department they get \$1,200. In the Washington Navy Yard they get \$1,272. In the Government Printing Office they get \$1,372. This man now gets \$1,000. We ask to have it made \$1,200. There is the whole detail, right there.

Senator SMOOT. I will look it over.

(The statement submitted by Secretary REDFIELD is as follows:)

**INCREASE CABINETMAKER'S COMPENSATION FROM \$1,000 TO \$1,200 PER ANNUM.**

This man is a first-class cabinetmaker and carpenter and has charge of the carpenter shop. He is underpaid. The same position in the Bureau of Standards pays \$1,200 per annum; three carpenters in the Coast and Geodetic Survey receive \$1,200 per annum; four cabinetmakers of the Department of Agriculture receive \$1,200 per annum; the head carpenter of the War Department receives \$1,200 per annum; first-class carpenters at Washington Navy Yard receive \$1,272; and \$1,372 at the Government Printing Office.

This employee saves the department large expenditures through his ability to make repairs to furniture and construct cases and special equipment. He has been employed in this department seven years without an increase in salary. I deem this proposed increase as being especially meritorious.

WILLIAM C. REDFIELD, *Secretary.*

Secretary REDFIELD. The regular union rates are \$4.50 a day for carpenters. Now, this man earns it. He more than earns it. He is a cabinetmaker.

**SKILLED LABORERS.**

Secretary REDFIELD. The last statement amounts to a request for the change of name of one skilled laborer in the Commerce Department Building and adding two chauffeurs, so as to give us three chauffeurs and release two laborers now doing that work. We have what is in effect, counting the basement, a 12-story building there, and we have six persons to care for it all—six laborers. They simply can not do it; and if we are to carry out our plans for the saving of our paper material and utilizing it, which will save more than the pay of these men, we must have the two laborers.

(The statement submitted by Secretary Redfield is as follows:)

**THREE CHAUFFEURS, AT \$720 PER ANNUM, IN LIEU OF ONE SKILLED LABORER AT \$720 PER ANNUM.**

One of the employees running the department's gasoline trucks is designated as skilled laborer at \$720 per annum, and two are designated as laborers at \$660 per annum each. It is proposed to change the designations to chauffeur, creating two new positions, and to assign the two positions of laborer at \$660 per annum to the engineer force of the Commerce Building. At the present time there are only six laborers in this force, which has to clean 14,950 square feet of halls in the Commerce Building, sack 1,200 pounds of waste paper each day, clean 13 toilets each day, distribute toilet paper for 90 stalls, empty the garbage cans, clean cuspidors, wash over 1,000 windows, clean the elevator shafts, handle material stored in the basement, cut the grass, and perform miscellaneous labor work for the several bureaus housed in the Commerce Building. It requires the exclusive time of two laborers to clean the cuspidors in the building. The present force is inadequate, and the work in connection with the upkeep, cleaning, and maintenance of the building is neglected.

WILLIAM C. REDFIELD, *Secretary.*

Secretary REDFIELD. I should put special stress on the stenographer for the Assistant Secretary, the cabinetmaker's pay, and the two laborers for the building of the Department of Commerce, although all the others are selected as more important than the other matters that the House left out.

Senator SMOOT. That is, two laborers at what salary?

Secretary REDFIELD. \$660.

Mr. HAVENNER. We ask for a change in designation. Some laborers that we now have we ask to have changed to chauffeurs at \$720, and we ask for two laborers at \$660.

Secretary REDFIELD. Those are the three most important things

### BUREAU OF THE CENSUS.

#### SALARIES.

Senator SMOOT. What is the next item, Mr. Secretary?

Secretary REDFIELD. I believe we want to speak first about the salaries in the Bureau of the Census.

Senator OLIVER. On what page do those items appear?

Senator SMOOT. Page 116, at the bottom.

Secretary REDFIELD. The total increase asked for, Senator, was \$9,600. The House allowed us just that much less.

Senator SMOOT. Yes; the House would not allow you anything but just the current law.

Secretary REDFIELD. The signed statement which I will file with you shows that in the last six months we lost 18 employees, 10 by resignation and 8 by transfer to other services. Within a week I have had to say to Senator Hughes, who asked for a promotion of a worthy employee, that she was entirely worthy of the promotion and should have had it years ago, but that Congress has stood squarely in the way of our making any promotions there, and that is the plain truth. Here is the largest clerical force, I think, of any service in the Government—certainly very much the largest in our department—and if I am correct over 80 per cent of the places are in one grade, the \$1,200 grade: 82.8 per cent are in the \$1,200 and less grade. The result is that promotion for merit is substantially impossible. I think we were able to make 37 promotions in that force last year through some changes that Congress kindly gave us last year.

Senator SMOOT. We gave you quite a little last time.

Mr. ROGERS. Thirteen positions; yes, sir.

Senator SMOOT. As I remember, 13 or 14 positions.

(The statement submitted by Secretary Redfield is as follows:)

#### SALARIES, BUREAU OF THE CENSUS.

The department estimated for an increase of \$9,600. The purpose of the increase was to provide for an additional number of higher grade positions so that the salary roll of the Bureau of the Census can be more comparable to that of other Government services. The question of transfers by the good employees of the Bureau of the Census to other services of the Government has become one of vital concern. During the six months ended December 31, 1916, 18 employees left the bureau's rolls, 8 by transfer to other services and 10 by resignation. To-day 2 transfers are pending, 1 to the Department of Agriculture, and the other to the Geological Survey. The employees realize that prospects for promotion are not bright, and are casting about for positions in other services of the Government, to many of which they accept transfers at higher salaries than the Bureau of the Census can pay.

The purpose in mind when the permanent census office was established by Congress was to provide an organization, skilled in statistical work, which could be used to advantage in taking the decennial censuses. At that time the force of the bureau is increased to approximately 4,000 employees in Washington. If we lose out efficient employees by transfer to other Government services, we will be compelled to train newly appointed temporary clerks for

section chief places in the temporary force. This is an expensive process and will result in delays. The bureau should be in a position to use its own trained force for section and division chiefs. If the increase in the number of higher-grade places are provided for good employees can be retained in the service, and when the work of taking the big census begins the temporary employees can be immediately placed in charge of persons trained in census work and familiar with the duties which they are to perform.

*The chief clerk.*—Especial attention is invited to the recommendation of \$3,000 in the salary of the chief clerk. The chief clerk of the Bureau of the Census is practically the assistant director of the Census, a bureau which in personnel is probably the largest in the Government service. He is the administrative superior of employees receiving more compensation than his own salary.

*One additional chief of division.*—This position is necessary in order that the preparatory work for the census of agriculture may be started. A great deal of detail work will have to be performed before Congress can intelligently consider the next census of agriculture. This preliminary work must be done now, and an organization to take care of it should be started immediately.

SAM. L. ROGERS, *Director.*

Secretary REDFIELD. This small amount of \$9,600 would be worth a great deal more than its face in the increase of the effectiveness of that service, in the keeping of good employees, and in the encouragement of other good ones. It includes, as you will notice, an increase of \$500 in the salary of the chief clerk, whose position is also that of assistant director over the largest single group of clerical personnel in the Government; and by a comparison of that with other services I think you will find that it is moderate and reasonable. It includes an additional chief of division, as you see.

Senator SMOOT. It also includes 2 clerks of class 4, 5 clerks of class 3, 25 clerks of class 2, and a decrease of 33 clerks of class 1, and an expert map mounter at \$1,000.

Secretary REDFIELD. Yes.

Senator SMOOT. Those are the changes you desire?

Secretary REDFIELD. Those are the changes we desire—the whole thing. Now I shall be glad to have you hear Mr. Rogers.

Mr. ROGERS. In addition to that, Senator, continuing that thought, it does not increase by one employee the number in the bureau.

Senator SMOOT. I can see that. It is increasing the number of higher-paid clerks, and decreasing the number of lower-paid clerks.

Mr. ROGERS. It takes clerks that now constitute 82 per cent of the force, and increases the salaries of 33 of them from \$200 to \$400, including the chief clerk.

#### CHIEF CLERK.

As to the chief clerk, I want to go on record in that matter, because I think it is vital to the census to preserve its administrative, its supervisory, and its technical staff. It is absolutely essential if we are to save to the Government what you will expect us to save in the approach of the next census. The chief clerk now, at \$2,500, I positively state, in my opinion is paid less than any other chief clerk in the public service.

Senator SMOOT. That is, for the amount of work done?

Mr. ROGERS. For the amount of work done or the relation he bears to the head of the bureau. If you will take three of the principal bureaus of the Government that compare in numbers to the Bureau of the Census, you will find that the office of the Auditor for the Post Office Department, the Pension Office, and the Adjutant Gen-

eral's Department, compare well. The percentage of salaries above \$1,200 in those cases ranges 59, 54, and 45 per cent above those in the Census Office.

The chief clerk's salary of \$2,500, acting as Director of the Census in the absence of the director, and acting as assistant director all the time, with ever increasing duties, is positively a wrong.

Senator SMOOT. I notice that you made a pretty full statement of the matter before the House committee.

Mr. ROGERS. Yes, sir. I tried to, but I failed to impress the House. I am afraid I was not positive enough about it. But I do want to put the responsibility of this matter right up to where it belongs. That salary has been for 50 years just what it is to-day. The Bureau of the Census has been a permanent bureau for 14 years, and the chief clerk has given the very best service of his life to the bureau without one cent of advance in salary.

I want to say this in that connection: This is a short session. At your session of 1918-19, your next session, you will expect the Director of the Census to come here with all the details, absolute master of the details, to lay them before you in connection with the organization, the purchasing, and all the preparation for the census of 1920. The decennial period begins immediately after the adjournment of your next short session. If we do not make that preparation—and it is done through the executive, administrative, statistical, and technical force of the bureau—the rush work that will follow will cost the Government ten times as much as it will in this estimated increase of salary. I want to say that, for I know it will do it. It is the experience of other directors, and I am saying that without criticism. They tell me so, and I believe it.

Senator SMOOT. So that the record will be straight, I want to ask you whether you stated that the salary paid to the chief clerk in the Census Office is lower than the salary paid to a chief clerk in any of the other departments?

Mr. ROGERS. With the same duties and the same relation to the office, I say it is; yes, sir.

Senator SMOOT. You did not qualify it in that way before.

Mr. ROGERS. Thank you for calling it to my attention, Senator.

Senator OLIVER. That is what I understood you to say.

Secretary REDFIELD. Yes; that is the fact.

Mr. ROGERS. I think it is plain to be seen that when the decennial census comes on—it has always been so, and I take it that it will be so again—there will be an assistant director at \$5,000 a year. For three years he does for \$5,000 per annum the work that he learns to do and helps to do that the chief clerk does the balance of the decennial period, which is seven years, for \$2,500.

Secretary REDFIELD. I think that is the fact.

Mr. ROGERS. I mentioned this to the Secretary; I wanted to be careful about my statement, and he cheerfully and heartily approved it.

#### AGRICULTURAL DIVISION.

Senator SMOOT. That covers all that you wanted to say, does it?

Mr. ROGERS. I should be glad if you would let me call attention to this other high-salaried position—if you want to call it a high-salaried position—that I asked for, a division in the bureau that I



tend to designate the agricultural division. It has been a division of the bureau heretofore. In fact, it was provided for in the creation of the Bureau of the Census. There were five statisticians at \$3,000. There are only four to-day. If we are to take the agricultural census, which ought to be the best one ever taken—there is certainly a greater demand for it and more eyes of criticism upon it than perhaps any other division—we must start now the work of that division. We must have a first-class statistician and capable man in charge of it. The interrogatories contained in the inquiry that goes with that census are about 600 in number. The division can not do what the colleges of this country and the State agricultural societies and the students and the Department of Agriculture and other men that are concerned in agriculture want done without having a capable man in charge of it; and we ought to do the preliminary work at once.

Secretary REDFIELD. That is the new division chief.

Mr. ROGERS. That is the new division chief. If you put him on a basis of equality with the other chief statisticians—and there is no reason why that should not be done—his salary ought to be \$3,000. Then we will have five at \$3,000 instead of four at \$3,000 and one at \$2,000. As a matter of fact, I need five high-class men now; but the Secretary has been careful enough to caution me, as, I suppose, he did the other heads of bureaus, to be conservative in our estimates and economize to the limit; so I have only asked for these two increases at the head of the bureau. I call them the head because they handle the statistical and the administrative affairs.

Secretary REDFIELD. And they are all included in the \$9,600.

Mr. ROGERS. If it were necessary to do so, I would beg the committee to grant that increase.

#### STATISTICS OF MARRIAGE AND DIVORCE.

Secretary REDFIELD. The next item is the item which appears at the bottom of page 117, where we estimated \$647,000 and received \$512,000. The difference lies in the estimate for collecting statistics of marriage and divorce. The department asked for \$181,000. The House allowed \$46,000. I have here a statement, which I will file with the committee, signed by the director.

(The statement, submitted by Secretary Redfield, is as follows:)

#### BUREAU OF THE CENSUS.—COLLECTING STATISTICS.—STATISTICS OF MARRIAGE AND DIVORCE.

For this purpose the department asked for \$181,000. The House allowed \$46,000. Of the appropriation for the fiscal year 1916 \$80,000 is available for this work. The whole census will cost \$261,000. Unless \$135,000 more is given for the fiscal year 1918 it will be a waste of money to attempt to take the marriage and divorce census with the \$126,000, which will be available, as these statistics would be practically worthless. The bureau is ready to start the work, all preliminary work having been finished.

This appropriation will cover not only the nine years from 1907–1915, but also the additional period from January 1, 1916, to June 30, 1918.

Senate joint resolution No. 107, which passed the Senate June 3, 1916, is now on the House calendar, and House Report No. 1214 recommends favorable consideration of the resolution. This resolution directs the collection of marriage and divorce statistics for nine years from January 1, 1907, to December 31, 1915, and also the annual collection of these statistics.

SAMUEL L. ROGERS, *Director*.



Secretary REDFIELD. Out of the appropriation for the fiscal year 1916, \$80,000 is available for this work; but the whole census cost \$261,000 up to date. Unless we have the \$135,000 which we not get it will be a waste of money to attempt to take the marriage and divorce census with the \$126,000 which is available, for the statistics will be practically worthless, and we can not recommend the work be done. The bureau is ready to start the work. Preliminary work has all been done. The appropriation would cover not only the nine years from 1907 to 1915, but also the additional period from January 1, 1916, to June 30, 1918. This is in accordance with Senate joint resolution 107, which passed the Senate on June 1 and is now on the House calendar, and by House Report 1214 favorably recommended. This directs the collection of the marriage and divorce statistics for the nine years from January 1, 1907, to December 31, 1915, and also annually thereafter. The situation is that we can not do it with \$126,000, and we regard it as a waste of money to attempt it unless we get the balance.

Senator SMOOT. Let me ask you a question, Mr. Secretary. You say that there is \$80,000 available for this purpose now?

Mr. ROGERS. Yes, sir.

Senator SMOOT. And of the appropriation of \$512,000 there is available for this purpose \$261,000?

Mr. ROGERS. \$126,000. There is \$80,000 left from last year and \$46,000 provided in this bill.

Secretary REDFIELD. Making a total of \$126,000. It is all in the estimate.

Senator SMOOT. I just wanted to get it right.

Secretary REDFIELD. Yes.

Senator SMOOT. You will have to have how much?

Secretary REDFIELD. To do that work, \$135,000 more—a total of \$261,000.

Senator SMOOT. I wanted to get that straight.

Secretary REDFIELD. We would like, I am sure, to place upon record the fact that neither the Director of the Census nor his technical staff nor the Secretary of Commerce will care to be responsible for the value and accuracy of the work if it is done on the basis of \$126,000 appropriation. I should like to have that statement made a part of the record; would you not?

Mr. ROGERS. Yes, sir; that is accurate. Besides that, the previous census of marriage and divorce cost \$200,000. We have estimated this to be on the same basis. We hope to do it for less. We are going to do our best to do it for less; but there is no need of making an estimate in a greater census.

In that connection, I should like to say that this completes the scheme of vital statistics for the Bureau of the Census. We take statistics of deaths and births. If we get marriage and divorce we have the complete cycle of vital statistics that affect the life and society. The demand for this is growing greater, and it is generally alleged that the evil of divorce is growing greater. It is a study that the International Society of Marriage and Divorce has been pressing us to make, the World's Purity Society, the National Educational Association, and of course all the religious bodies in the country.

Senator SMOOT. Are you going to include in the census this year State of birth and the place of birth?

Mr. ROGERS. I had not determined that; but I want to confer with these societies who are studying the question, and make an inquiry that will be of value.

Secretary REDFIELD. Please take a note of the Senator's suggestion.

Mr. ROGERS. Yes, sir. It is important, and I am glad you mentioned it.

Senator SMOOT. I think I brought that matter to your attention before.

Mr. ROGERS. I think you talked with me once before about it.

Senator SMOOT. Yes.

Mr. ROGERS. I want to confer with these gentlemen and societies who have made a study of this matter and get at the vital points of the inquiry. It will be my pleasure to do it as well as it can be done.

Senator SMOOT. Is there anything else, Mr. Secretary?

Secretary REDFIELD. Those are the only increases in the House appropriations, Senator; thank you.

If you wish any information regarding any of the approved estimates there, we shall be very glad to give it.

Senator SMOOT. No; we have all of the information we care about the case of the approved ones.

#### BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

Secretary REDFIELD. The next is the Bureau of Foreign and Domestic Commerce, then. I should like to file with the committee a statement prepared by the Chamber of Commerce of the United States on this matter, and also a copy of a letter to the chairman of the committee from the chairman of their committee on this service.

Senator SMOOT. The letter will be sufficient to put in the record. There is no need of putting this other matter in the record, because we have all of those.

Secretary REDFIELD. Yes, sir; just whatever you think best. I did not mean to have any of it put in the record unless you think best.

Senator SMOOT. I think we will put the letter in.

(The letter referred to is as follows:)

#### CHAMBER OF COMMERCE OF THE UNITED STATES OF AMERICA.

*Chicago, December 20, 1916.*

MY DEAR SIR: The National Chamber of Commerce Committee on the Department of Commerce, of which I am chairman, is sending to your subcommittee of the Senate Appropriations Committee to-day a series of recommendations concerning the proposed appropriations for the Bureau of Foreign and Domestic Commerce. One of these recommendations refers to a condition in the bureau which seems to me to be seriously limiting its usefulness—a condition which, I believe, needs only to be understood by Congress to be corrected. As you know, the appropriations for the bureau have been of two classes. First, there have been the statutory appropriations, which cover the administrative expense of the bureau in Washington. These determine the office organization and the salaries paid for each position. Then there have been the lump-sum appropriations covering the bureau's field work—the gathering of foreign trade information in other countries for distribution in the United States. The statutory appropriations, that is to say, provide an executive center and a kind of clearing house for the work authorized under the lump-sum appropriations.

Now, the last three years have seen large increases in the lump-sum appropriations for the promotion of foreign commerce in general, for the promotion of trade with Latin America, and for commercial attachés, but in the same period there have been only comparatively small increases in the statutory appropriations. The effect has been a gorge of work in the Washington office which its executive and clerical staff has been inadequate properly to administer and clear.

The condition doubtless comes of the fact that Congress, in preparing annual estimates of the bureau, has thought it better to keep down purely administrative expenses, than to stint the research work in the field. This is perhaps sound policy up to a certain point, but I do not think you could run the bureau closely without concluding that it had now been carried too far. Would the small statutory increase recommended by the House committee make the case materially. The chamber's officials are now taking the matter up with that committee, and I am convinced that once the condition is clearly explained, it will readily agree to a larger appropriation.

Take, for example, the commercial attaché service. Here are 10 men chosen for expert knowledge of foreign trade and drawing salaries of \$5,000 thereabouts. Their activities are directed from the Washington office of the bureau, and the practical value of the information they gather depends almost entirely on intelligent handling and distribution by that office. Here you would think, is a position for a first rate executive, a man with imagination and experience in managing \$5,000 men. But, under the statutory appropriations now in effect, the chief of the attaché service is an official with the rank of translator, on a salary of \$2,000 a year. And he must give more than his time to other work.

Similarly, only \$2,000 a year is allowed for the chief of the tariff division, an official who must have a vast amount of technical knowledge if he is to be of any value at all. The head of the division of district offices, who administers the bureau's branches in eight of the principal cities of the country, now holds the rank of editorial assistant, at a salary of \$2,000. The statistical division is directed by an assistant chief on a salary of \$2,250, the trade-information section by a clerk on a salary of \$1,800, the research section by an "expert in commerce and finance" on \$2,000, the accounts section by a clerk on \$1,500 and so on through the service.

The quality of the men the bureau has been able to obtain at these salaries has been in many cases remarkable--better, no doubt, than a private concern could have gotten. But it goes without saying that the bureau can not particularly obtain and retain at these rates the kinds of executives such work should have. The competition from private business is too keen.

The competition which happens at the moment to be giving the bureau most concern, however, is from the Government itself. The new Government commissions, particularly the Tariff Commission, are looking for similar sort of men, and they are offering them larger salaries, in some instances twice as large. For, while the salaries of the bureau's staff are fixed by statute, the new commissions may pay as much as they see fit, so long as they remain within their lump-sum appropriations. Consequently the bureau is practically certain to lose some half dozen of its most valued men unless their salaries are increased. How it would fill these vacancies under existing conditions I am sure I do not know.

My conclusion is simply this: That if the important work the field agents of the bureau are doing is to be really effective for those of us who are engaged in business and are keen for this information, it is an imperative necessity that a bigger and better paid staff be provided for the home office and particularly that larger salaries be allowed for the executive positions. I earnestly trust that your committee recommend all the increases supported in the statement being sent you by the chamber. The bureau, I believe, can return the compliment with a good profit on all of them. But I particularly urge that the statutory appropriations have first consideration and that nothing be allowed to stand in the way.

Very truly, yours,

A. W. SHAW,

*Chairman of the Special Committee on the Department of Commerce  
of the Chamber of Commerce of the United States*

Hon. THOMAS S. MARTIN,

*Chairman Committee on Appropriations,*

*United States Senate, Washington, D. C.,*

## PROMOTION OF COMMERCE.

**Secretary REDFIELD.** Dr. Pratt will go into details, but there are certain matters here that I want to commend to your very careful thought; in particular, the cut that was made in the estimate for promoting commerce. Our estimate was \$250,000, of which we were given one-half. In other words, we received from the House committee just exactly what we received before and no more.

**Senator SMOOT.** Yes; the current law.

**Secretary REDFIELD.** The current law. In like manner, on the following page, another division of the same fund, we estimated \$150,000 and we got \$100,000, the same as last year. That, if I remember correctly, is the item where your committee gave us \$25,000 additional last year and it was struck out in conference.

**Senator SMOOT.** The House conferees would not agree to it.

**Secretary REDFIELD.** Those two items are two-thirds of our whole work; and it seems to me, as a business man, a fatal mistake to cut those items which are directly and immediately productive at this time in the history of our country when they are more valuable than they have ever been before. If I may take them up a moment later in connection with the following item of commercial attachés, you will notice this item. The total of it is on page 120. That is cut from \$225,000 estimated to \$100,000, the same as at present. Now, there is our foreign work embodied in those three items. It is our foreign field force. It produces millions of dollars of business—business that we need, business that we can get.

## COMMERCIAL ATTACHÉS AND AGENTS.

Let me give just a single example of that in China. It is substantially true that we have never done in this country any foreign business in cotton-making machinery. With the cooperation of our commercial agent, who is employed under the first of these funds on page 118, and our commercial attaché in China, who is employed under the third of them, we secured for this country contracts for the complete equipment of two cotton mills for the Chinese Government. The original order was approximately \$750,000. It has been greatly enlarged since. It is certainly double that now, so that a great establishment in New England has been running more or less continuously on an order which it never could have secured except for the cooperation of these two men; and the profits on that one order, in my judgment, are more than the total annual appropriation for all three funds put together.

**Senator SMOOT.** That is on account of the war, is it not, Mr. Secretary?

**Secretary REDFIELD.** No, sir; this was some time ago—two years ago, was it not?

**Mr. PRATT.** About a year and a half ago.

**Secretary REDFIELD.** I do not think it is on account of the war, Senator.

The same thing is true elsewhere. We could take you, for example, up to Staten Island and show you the only tin smelter operating in America, which our commercial attaché assisted in getting there by making a contract with the Bolivian Government.

Again and again these things are occurring; and of all times when we need the best we can do in the foreign field it seems to me most unwise to choose this one for curtail, not for economy—for there is no economy in this—but for failing to give us the funds necessary to make our efforts effective.

I will file with the committee a signed statement on this subject. (The statement submitted by Secretary Redfield is as follows:)

#### CHIEFS OF DIVISIONS.

The estimates call for six chiefs of divisions, at \$3,500 each, for divisions now in existence and filled by employees of a lower grade whose time is divided between administrative and technical work. Favorable action is asked with reference to three of these positions: Chief of the Division of Commercial Attachés; chief of Division of District Offices; and chief of Division of Field Investigations, and if the salary fixed by the estimates is not approved, positions should be created at such salary as the committee may deem wise. I also wish to call your attention to the necessity of grading up the salary of chief clerk.

#### CHIEF OF DIVISION OF COMMERCIAL ATTACHÉS.

We have 10 commercial attachés, receiving salaries of \$4,000 to \$5,000 per annum, and 10 clerks with salaries of \$1,500 per annum. We could strengthen the entire commercial-attaché service by the creation of a position that could be filled by a man of ability and experience whose sole business it would be to direct this service. This might be done in two ways, by the creation of a statutory position of chief of division, or by authorizing the use of a stated amount from the "Commercial attachés" fund.

#### CHIEF OF DIVISION OF DISTRICT OFFICES.

The bureau has eight district offices throughout the United States in charge of commercial agents receiving salaries ranging from \$1,800 to \$3,000 per annum. In addition we have cooperative branch offices in eight commercial bodies. We need a man who can devote his entire time to the administrative supervision of this office.

#### CHIEF OF DIVISION OF FIELD INVESTIGATIONS.

The bureau has at all times from 20 to 30 experts in commerce and industry who travel at home and abroad investigating markets for American merchandise and other subjects bearing directly upon the promotion of our foreign trade. These experts receive salaries ranging from \$2,000 to \$4,000 per annum. We need a man in charge of this force who is well informed as to foreign conditions and has a thorough training in economics so he may be in a position to plan investigations and be able to utilize to the fullest possible extent the information gathered.

#### CHIEF CLERK.

The House committee failed to insert the increase of \$250. The administrative responsibilities of this position have greatly increased since the present salary of \$2,250 was established, July 11, 1890, when the position was that of chief clerk of the Bureau of Statistics. That bureau now forms only one division of the present Bureau of Foreign and Domestic Commerce. Furthermore, chief clerks of other bureaus in the department, whose work is no more exacting or responsible, now receive \$2,500.

#### PROMOTING COMMERCE, DEPARTMENT OF COMMERCE.

The bureau is now investigating markets for the following-named articles and will continue these investigations during the fiscal year 1918:

- Boots and shoes—Far East and Africa.
- Electrical goods—Far East.
- Railway equipment, materials, and supplies—Far East.
- Wearing apparel—Far East.
- Cotton goods—Far East.
- Agricultural implements—Far East.



It costs about \$7,000 a year to maintain an expert special investigator in foreign countries, and for every \$7,000 added to "promoting commerce," we shall be able to put a competent special agent in the field to report on subjects of vital interest to some group of American business men. In case the committee does not see fit to grant the entire increase, it is believed that sufficient funds should be provided to enable us to carry out the following-named investigations listed in the order in which they are most important:

Ports and transportation facilities—Russia and Far East.

Motor vehicles—Russia.

Mineral resources—Far East.

Investment opportunities—Russia.

Metal-working machinery and prime movers—Russia.

Markets for lumber in Europe.

Investment opportunities in the Far East.

The other investigations which the bureau has in mind, and which should be undertaken at the earliest opportunity, are as follows:

Hardware—Africa, Near East, and India.

Motor vehicles—Far East.

Groceries—Far East.

Construction materials—Far East.

Rubber manufactures—Far East.

Agricultural implements—Russia.

Marketing methods—Russia and China (two investigations).

#### COMMERCIAL ATTACHÉS, DEPARTMENT OF COMMERCE.

It costs somewhat over \$10,000 per annum to maintain the office of a commercial attaché, including the salary of the attaché and a clerk. There are certain important regions that deserve the attention of these resident commercial experts. If the committee should see fit to grant us any portion of the increased amount requested, it would be our aim to employ it in units of approximately \$10,000 each to establish additional commercial attachés in the following important points in the order named, unless some controlling feature should intervene between now and the time the appropriation is made available: Japan, India, and Dutch East Indies, Scandinavia, Italy, Spain. It is hardly necessary to point out to the committee the commercial significance of those districts.

If the full amount requested should be authorized by the committee, we would be enabled to place commercial attachés in the following countries, which are only relatively less important: Cuba, South Africa, Near East (Balkan States and Turkey), Central America, Colombia, and Venezuela.

The restriction in the appropriation for "commercial attachés" limiting the help assigned to each office to one clerk is working a hardship. Not only is it essential in certain countries to have an additional clerk, but in case the attachés are located in rented quarters janitor service must be provided. It is urgently recommended that the appropriation be changed to read "for clerical and other personal services in Washington, District of Columbia, and in the field," in order that the department may in its discretion permit additional clerical and janitor service.

Another point that deserves serious consideration by the committee is the present statutory restriction of a minimum of \$4 per diem for subsistence while on a travel status. The expenses of the commercial attachés traveling in foreign countries in almost every case run above that figure and they are compelled to pay the balance out of their own funds, which is not deemed just by the department. It is recommended, therefore, that the committee allow a per diem of not less than \$5 for this service.

E. E. PRATT.

Secretary REDFIELD. We ought to have a commercial attaché immediately in Spain. We have had a request for one in Italy. We ought to have one in Japan, where we have none. We have no immediate observer on the spot in Japan. We ought to have one in Scandinavia, where our relations are very important. We ought to have one in the largest cotton market in the world, which is



India. There are at least five men who are so badly needed that looking at the matter from any thoughtful point of view, we are almost without excuse if we do not have these places filled.

A commercial attaché with his clerk costs approximately \$10,000 a year. He pays for himself over and over again in business brought. A commercial agent, a traveling man, costs as a rule about \$7,000 a year. They are equally productive.

I earnestly request of the committee to consider these three funds, and give just as much as the Government can afford to give, that we may not be cramped now.

There is one little item in that connection, Senator, to which I would call your attention especially. We are restricted in the commercial attaché fund to one clerk, you will observe in line 21 on page 119. Now, in China we can not get along without one clerk. We have to have an American clerk and a Chinese clerk. If you can do no more, give us the privilege of having more than one clerk for each office in the Orient. That is the way our estimate was drawn, Senator. I hand you that statement it is written in; we do not want to add to our clerical force in foreign countries generally. That is not what we are after; but there are certain places where you must have a native clerk in addition to the regular clerk.

Senator SMOOT. This same question was up before. We included it, and the House would not agree to it.

Secretary REDFIELD. I think they will now. I may say to you, Senator, that I think there is a different disposition in the House now. I am sure that the chairman of the House conferees, if he is the chairman of the subcommittee that considered this bill, will be found friendly to these items.

I call your attention to the address made by one of the Republican members of the Appropriations Committee, on page 444 of the Congressional Record for December 15, in which he urges that this appropriation be made larger. I am sure that you will find an entirely sympathetic atmosphere in the House committee on a reasonable increase of this fund. It seems to me most pitiful, at this somewhat critical period, when we are going to need the maintenance and the enlargement of our export trade in the current year more than ever before, to strike at the very root of it by cutting these particular funds.

I will ask Dr. Pratt to speak more fully of the appropriations in detail.

Mr. PRATT. There are just one or two points that I should like to make.

#### ADMINISTRATIVE FORCE.

The first is the strengthening of our administrative force in Washington, which I consider the most important thing we can do to increase the efficiency of our service. The House was good enough to give us a number of the minor places which we asked for—clerks of the first, second, third, and fourth grades, and also two translators—but we need especially three officers in Washington: first, a chief for our division of commercial attachés; second, a chief for our division of district offices; and third, a chief for our division

of field investigations. You see, each one of those refers to one arm of our service. The commercial attaché service the Secretary has already mentioned. There are 8 of our own district offices and 8 cooperating offices, 16 in all, in different parts of the country; and when our division of field investigations includes the work of these special and commercial agents, such as the Secretary referred to, in cotton machinery, etc.

Senator Smoot. Those are the four chiefs of division that you estimated for?

Mr. Pratt. Yes. We estimated for that, together with an increase of the salary of the chief clerk to bring him up, as he ought to be, to the standard of the other chiefs of divisions. His work is similar; that is, our whole force is divided into certain groups known as divisions. The chief clerk's office is one of those, and should have, it seems to me, the same salary as the others.

For instance, the commercial-attaché service is now in charge of a translator. The district-office service is now in charge of what we call an editorial assistant. These men necessarily have to divide their time between technical work and administrative work, and it can not be done. We ought to have administrative officers to take charge of those services.

We would prefer, if the committee should see their way clear to do it, to have those positions created as statutory positions, under the civil service. If not, we shall be glad if you will simply provide in the appropriation, first, under promotion of commerce, and secondly, under the commercial-attaché service, for those positions to be taken out of the lump sum; that is, whatever you see fit to appropriate for those particular objects, we ask you simply to allow us, by the wording of the appropriation, to have those places in Washington. We have provided a wording in each case which would do that, in case you wish to insert those words at that particular point.

Senator Smoot. That is the editorial assistant and also the editorial clerk?

Mr. Pratt. No, sir. Those are provided for at present, and are now employed. What we now want is positions of chiefs of divisions for work which is now being handled by a translator and an editorial assistant.

That is the first point that I want to mention; that is, the strengthening of our administrative force in Washington.

#### COMMERCIAL ATTACHÉ.

The second thing the Secretary has already referred to, and that is the additional funds for our commercial attachés. It was the Senate committee that originally put in the commercial-attaché appropriation, and therefore it ought to feel a special interest in it.

We can say that for each additional \$10,000 which you would give us in that fund we can establish one additional commercial attaché; and I will establish them, at least as far as I can see at present, in the following order: Japan, India and the Dutch East Indies—that is, one man for the two—Scandinavia, Italy, Spain.

Then, if we should be fortunate enough to get the remainder of the appropriation for which we estimated, it is our purpose to establish

them in the following order: Cuba, South Africa, the Near East—that is, with headquarters at Constantinople—Central America, and Colombia and Venezuela together.

Senator SMOOT. The question of establishing them will be left entirely with the Secretary.

Mr. PRATT. Oh, yes; absolutely.

Secretary REDFIELD. We simply want you to know the general plan.

Mr. PRATT. That is the second matter which I wish to bring especially to your attention.

#### PROMOTION OF COMMERCE.

The third is the need for additional funds in our appropriation for promoting commerce. There again we can say that for each additional \$7,000 which you give us we will undertake to make one of the following investigations; and, other things being equal, we would make them something in this order: Ports and transportation facilities in Russia and the Far East, motor vehicles in Russia, mineral resources in the Far East, investment opportunities in Russia, metal-working machinery and prime movers in Russia, markets for lumber in Europe, investment opportunities in the Far East.

You see, that provides seven of those investigations, and that would require practically \$50,000. Of course, I can not say definitely that we would make those, but as far as I can see at present those would be the investigations to be preferred; and then in the statement which we are filing we are giving you the remaining investigations which we would like to make.

There are just one or two other points I should like to raise. I think the Secretary has already mentioned the matter of the provision of additional clerks to commercial attachés. There is also the very minor matter of janitor service, which under the present law and the rulings of the comptroller it is absolutely impossible to pay for.

Then I should like also to call attention to the need of a larger per diem for the commercial attachés. They are now subject to the usual limitation of \$4 in lieu of subsistence. I should like, if possible, to have that raised to \$5. It is a hardship for a man to travel when it costs him anywhere from \$1 to \$2 a day out of his own pocket.

I think that about covers the statement that I have to make.

Senator SMOOT. Mr. Secretary, is there anything else?

Secretary REDFIELD. The Steamboat-Inspection Service is ready.

Senator SMOOT. We have about 10 minutes left.

#### STEAMBOAT-INSPECTION SERVICE.

##### CHIEF CLERK AND ACTING SUPERVISING INSPECTOR GENERAL.

Secretary REDFIELD. I will simply file these statements, signed by me, respecting the proposed increase of the salary of the chief clerk and acting supervising inspector general. The statement will speak for itself. I recommend it.

(The statement submitted by Secretary Redfield is as follows:)

**STEAMBOAT-INSPECTION SERVICE—CHIEF CLERK AND ACTING SUPERVISING INSPECTOR GENERAL.**

The department has recommended an increase of \$1,000 in the salary of this employee. The House did not grant this. Two thousand dollars is a salary which is paid to chiefs of divisions in the Government service. This employee is the assistant supervising inspector general of the Steamboat-Inspection Service, a large service in this department, having 272 employees. The salary was fixed when there were only 183 employees. This man is an assistant head and very often an acting head of a large and important bureau of this department. An assistant chief of a bureau in the department (positions of like importance) receives less than \$2,500 per annum. As Acting Supervising Inspector General he is in charge of employees receiving \$3,000 per annum and of many employees receiving greater compensation than he receives.

WILLIAM C. REDFIELD, *Secretary*.

**CONTINGENT FUND.**

Secretary REDFIELD. I will say, as regards the only other item we wish to urge, that we can not get through the year on \$110,000 for contingent expenses. We have just had to file a deficiency estimate of \$20,000 for the present year. I think we had \$100,000 appropriated. We are to be called upon next year for \$7,000 additional, because we have been put out of three public buildings—the public buildings in Pittsburgh, New London, and Seattle. That takes \$7,000 additional rent; and they have given us 12 additional inspectors and 6 clerks whose travel must be provided for. We are short this year \$20,000, and we have these additional expenses next year.

Senator OLIVER. Are you out of the public building at Pittsburgh now?

Secretary REDFIELD. Yes; we are out, Senator.

Senator OLIVER. Where did you go?

Mr. HOOVER. We went to the Jones Law Building.

Secretary REDFIELD. This simply means this; and we do not want to assume the responsibility for it ourselves: We shall have to discontinue the inspection of vessels at the height of the summer season unless we have the money for the travel of the inspectors. We had to do it last year, and if we do not get the \$20,000 deficiency we shall have to discontinue this year. Now, that is not right. We are charged by law with the work, and the suspension takes place at the crowded season of the year—May and June. It is all wrong, but we can not do it unless we have the money with which to pay for travel.

Senator BRYAN. You want \$130,000?

Secretary REDFIELD. We want the full \$130,000. We can not get along with less. We are spending \$120,000 this year, and we have the \$7,000 additional rent to provide for, plus the additional inspectors.

(Secretary Redfield submitted the following statement at this point:)

**CONTINGENT EXPENSES, STEAMBOAT-INSPECTION SERVICE. \$20,000 INCREASE.**

The department estimated \$130,000. The House allowed \$110,000. One hundred and ten thousand dollars is the same as the appropriation for the fiscal year 1916, when \$100,000 was appropriated and a \$10,000 deficiency appropriated.

tion was found necessary. This year \$100,000 was appropriated, and the department has just sent in a deficiency estimate of \$20,000. In the present bill 18 additional places are provided for the Steamboat-Inspection Field Service. Seven thousand dollars more was needed in 1917 than in 1916 for the item of rent alone, because in three cities the Steamboat-Inspection Service had to rent quarters in privately owned buildings because the quarters in the Government-owned buildings were no longer available for their use.

Unless the increase of \$20,000 is granted the department will be forced to discontinue work as regards inspections of vessels requiring travel some time near the close of the fiscal year. This condition, with the excursion season at its height, with vessels filled to capacity, should not be allowed to exist.

D. N. HOOVER, Jr.,  
*Acting Supervising Inspector General.*

## BUREAU OF NAVIGATION.

### SALARY OF COMMISSIONER.

Secretary REDFIELD. The next bureau is the Bureau of Navigation. Last year you added \$500 to the salary of the commissioner. I wish it could be done again. He has had serious additional duties imposed upon him by law, greatly increasing his work, and we do not think it is quite fair not to give him the additional pay.

### SHIPPING COMMISSIONERS.

We need shipping commissioners at Mobile, Portland (Oreg.), and Newport News. I file a statement showing the requirements in those cases.

(The statement submitted by Secretary Redfield is as follows:)

#### SALARIES, SHIPPING SERVICE.

We should have a new shipping commissioner at Mobile, Portland (Oreg.), and Newport News. The most important of these, however, is Newport News.

During 1914 but 142 men were shipped and discharged at that place, while during 1915 this number was increased to 1,152 men. During 1916 the number was further increased to 2,959 men.

This is due, to some extent, to the existing war conditions, but principally to the fact that the importance of this port as a coaling station, especially in connection with the Panama Canal, and as a shipping point for grain and other products, is rapidly increasing. This increase, undoubtedly, is permanent.

The collector of customs, who is now doing the work, states that his force is unable to take care of existing conditions, and if serious interference with the commerce of that port is to be avoided, it will be necessary to establish a shipping commissioner's office.

This district now stands second to New York in tonnage-tax collections for the last fiscal year, and they are increasing.

The necessity for a shipping commissioner at this port has also been brought to our attention by the Secretary of the Treasury and is strongly urged by the shipping interests at that port. Attached are numerous letters on this subject.

From these letters it will be seen that vessels are being delayed which, under the present high rates of charter, mean serious loss to shippers and vessel owners alike.

The attempt to handle this business in the customhouse is seriously interfering with the work of entry and clearance of vessels, payment of duties, etc. Patrons of the post office located in the same building are complaining of the corridor being crowded with seamen.

The chairman of the Senate Committee on Appropriations also has brought this matter to the attention of the department.

## SALARIES, BUREAU OF NAVIGATION.

Secretary REDFIELD. One especially important matter is the clerk of class 2 in the service, which, by reason of the new duties imposed on it by law, is very short of men to do its work.

(Secretary Redfield submitted the following statement at this point:)

## SALARIES, BUREAU OF NAVIGATION.

An additional clerk in the bureau at \$1,400 is asked for work in connection with the admeasurement of merchant vessels.

Admeasurement questions are among the most difficult the bureau has and are increasing to such an extent that it is necessary a man should be delegated solely to that work.

The following figures show some of the reasons for this increase:

On June 30, 1916, number of documented vessels, 26,444 of 8,470,946 gross tons.

During 1916, 506 of these vessels of 151,969 gross tons rebuilt, requiring admeasurement.

On October 1, 1916, 417 steel vessels of 1,454,270 gross tons building in our shipyards or under contract. This is an increase of tenfold since the beginning of the war and does not include wooden vessels or naval auxiliaries, which also must be admeasured.

We are expending about \$60,000 for admeasuring services, covering the employment of men at 153 ports. Only at 8 of these ports are the men solely employed on the work. At 145 ports customs officers are detailed as occasion requires. These customs men do not have the time to familiarize themselves thoroughly with the law and regulations and require constant instruction.

Our adjuster of admeasurements, traveling from port to port endeavoring to secure uniformity in admeasurements, raises many technical points requiring careful consideration.

Our admeasurers issue Panama and Suez Canal certificates, as well as national certificates, of admeasurement. On these certificates are based Panama and Suez Canal tolls, tonnage taxes, pilotage, and navigation fees, and other port dues, both in American and foreign ports.

It is important to the owner of a vessel that he should have correct admeasurement for her in order to avoid discrimination in port and canal charges.

## CLERK HIRE AND CONTINGENT EXPENSES, SHIPPING SERVICE.

Secretary REDFIELD. The item of the shipping commissioners, of course, if granted at those three ports where they are so urgently needed, would involve the additional clerical compensation of \$3,300 provided for on page 122—of course, they would be useless without that—and the corresponding increase of \$2,800 in the contingent expenses which is provided for those three officers.

(Secretary Redfield submitted the following statements at this point:)

## CLERK HIRE, SHIPPING SERVICE.

A clerk at \$900 per annum in addition to those provided for in the House committee should be supplied for this office at Newport News. There is an average of from two to five cases of disputes between masters and seamen to be heard each day, under the power given the shipping commissioner to arbitrate such disputes. Seamen are constantly requesting information, and this additional clerk is necessary for this office if the work is to be properly performed so as not to delay the movement of commerce.

We asked for 11 additional clerks, and the House committee gave us but 7. Our original estimates were based on the actual necessities of the service.



## CONTINGENT EXPENSES, SHIPPING SERVICE.

We should have for this Newport News office an increase in the contingent fund of \$990 which would be expended approximately as follows:

Rent-----	\$300
Telephone, telegrams, etc-----	60
Janitor service-----	120
Fuel, light, etc-----	35
Supplies and printing-----	125
Carfare and incidentals-----	25
Desks, tables, chairs, file cases, typewriter, etc-----	200
Total-----	865

We recently had occasion to endeavor to secure quarters in the customhouse for our radio inspector at Newport News, and none was available. It will be necessary, therefore, that we rent quarters for this shipping commissioner.

## ENFORCEMENT OF WIRELESS-COMMUNICATION LAWS.

Secretary REDFIELD. Under the enforcement of the wireless law we are bound to say that it will not be enforced for \$45,000.

Senator SMOOT. You must have the \$57,000?

Secretary REDFIELD. Unless it is understood in advance that we are not to enforce the law throughout the year and throughout the country. It can not be done. This is one of the cases, Senator Smoot, which I spoke of as being starved, and this is the bureau which more than seven times pays its entire cost. I file a statement which gives that fully in detail, and it is signed by the commissioner, for the record.

(The statement submitted by Secretary Redfield is as follows:)

## ENFORCEMENT OF THE WIRELESS-COMMUNICATION LAWS.

We asked for an increase of \$12,000 in this fund, but without success in the House.

Regardless of the increase in the use of wireless apparatus, the number of clearances of vessels carrying such apparatus and the advance in the wireless art, with which we must keep pace, our appropriation under this head for the past three years has remained the same, i. e., \$45,000.

The following figures show clearly that the law is not now administered in a manner necessary to secure the degree of the protection to life and property that Congress intended to provide: Clearances during 1916, 11,111; inspections, 6,125, or about 50 per cent; 627 ship stations, of which we inspected for license but 400; 402 land stations, of which we inspected for license but 57; 5,601 amateur stations, of which we have inspected but 420; 5,680 operators were examined and licensed.

Many operators located at places where no examining officers were available could not be given licenses for this reason. There is some complaint of a shortage in operators, which could be remedied had we the force and the traveling fund available for occasional trips for this purpose.

The increase in this work is steady and permanent. For instance, the British Government during last July issued a regulation that every British ship of 3,000 gross tons and upward which goes to sea from a port of the United Kingdom must be equipped with wireless apparatus. This means an increase of about 1,500 new ships to be equipped, many of which come to ports of the United States.

American vessels in the foreign trade have increased from 1,027,776 gross tons on June 30, 1913, to 2,193,286 gross tons on June 30, 1916.

On July 1, 1914, there were building in our shipyards 41 steel merchant ships of 143,968 gross tons. On October 1, 1916, there were building or under contract to be built 417 steel merchant ships of 1,454,270 gross tons, this total being more than our entire foreign going fleet in 1914. A large percentage of those vessels will be equipped with wireless apparatus.

This apparatus is now recognized as the most efficient life saving device carried by vessels and its use is rapidly increasing. Existing conditions increase the necessity for protection of life and property as submarines and mines have added to the usual perils of the sea.

It is obvious that the small increase proposed in our personnel and general expenses is not sufficient to bring the administration of the wireless laws up to a reasonable degree of effectiveness. The bureau, therefore, at present is expending practically all of its effort to the inspection of ship stations and the licensing of operators.

During the first five months of this year 1,951 ship inspections developed 4 cases where the equipment was defective, shown in detail as follows: forty-three cases of inefficient auxiliary or auxiliary power supply; 78 cases of inefficient communication between radio room and bridge; 22 cases of improper complement of radio operators; 7 cases of inefficient receiving sets; 11 cases of inefficient main transmitter; 3 cases of no radio equipment being provided.

It is fair to assume that of the 50 per cent of vessels which we did not inspect there was an equal percentage of defects. As the operators on those vessels are in most cases not qualified to and have not the facilities for making these inspections and repairs, the failure of the bureau to bring up the number of inspections nearer to the number of clearances might have disastrous effect.

For instance it is reported on December 4 that the steamer *Carolina* went ashore on Stony Reef, south of the entrance to the Sturgeon Bay Canal, 2 miles offshore. An attempt was made to use the wireless apparatus, but the messages were barely intelligible. The master succeeded in getting ashore and telephoned for help. It developed that when the vessel struck her hold filled with water putting out the engine room fires and destroying the main source of power supply for the apparatus. This difficulty would have been obviated had the vessel been equipped with a proper auxiliary power supply in good working order. It will be noted by the above statement that 63 cases coming under the law had inefficient auxiliary power supply. The *Carolina* does not come under the law and is not subject to inspection.

In order to improve the conditions we should have an additional radio inspector at Savannah, at \$1,620 per annum. Last year there were 1,275 clearances in this district and but 21 inspectors.

We should have assistant inspectors at \$1,200 per annum each in the following districts as shown below:

District.	Clearances.	Inspections.
Boston.....	1,238	544
New York.....	3,196	2,630
Baltimore.....	1,293	550
New Orleans.....	915	523
Cleveland.....	344	53

The increasing work in the wireless field is reflected in the bureau in Washington, and it is desired that provision shall be made for an additional clerk here at \$900 per annum. We now have in this division but five clerks, and the work is too much for them to handle.

The balance of the increase asked for—\$3,480—is to be used for additional traveling expenses, the various items, including instruments, which will be required by the new assistant inspectors, and meet the increase of about 25 per cent in the cost of supplies and printing.

It has not been possible for us, with our limited appropriation, to inspect stations in Alaska, Hawaiian Islands, and Porto Rico. The number of stations in those places is increasing, and they should have immediate attention, not only that they may be inspected for license but to ascertain that their instruments are adjusted to proper wave lengths so as not to interfere with commercial business or with distress calls which may be sent out in their vicinities.

This appropriation has to do directly with safety to life and property, and it is essential that we should have all of the increase we have asked for.

E. T. CHAMBERLAIN, *Commissioner.*

Senator BRYAN. Referring to the item for traveling and subsistence expenses, is it necessary to change that or leave it as it is and increase the amount to \$57,000?

Secretary REDFIELD. The difference there is only \$900. It should be in; but you understand, of course, that vessels are being added to by radio tremendously.

Senator BRYAN. I understand that.

Secretary REDFIELD. That \$900 should be there.

Senator BRYAN. Is it worth while insisting upon the \$900, or only on the increase?

Mr. TYRER. The \$900 change in the bureau will give us an additional clerk. The increase in this work is crowding us so that we need this help very badly in the bureau.

Senator BRYAN. It would not make any difference to you, then, if you had the \$57,000?

Secretary REDFIELD. No; we could use it for that purpose unless we are limited.

Mr. TYRER. We are now limited to \$7,150 for clerk hire in Washington. This should be increased to \$8,050, as shown in the estimates.

Senator SMOOT. It would not make any difference so far as the amount the Government pays is concerned?

Secretary REDFIELD. No; it is not an additional sum.

I will file with the committee letters received by the Commissioner of Navigation, referring to the need of a shipping commissioner at Newport News.

(The letters submitted by Secretary Redfield are as follows:)

THE BERWIND-WHITE COAL MINING CO.,  
Newport News, Va., December 13, 1916.

HON. EUGENE T. CHAMBERAIN,

*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We would respectfully call your attention to the fact that there is no regular shipping commissioner appointed for the port of Newport News, Va., such duties as may require the presence of a commissioner being fulfilled by a special deputy shipping commissioner appointed from one of the employees of the United States customhouse.

As you are aware, this port carries on an extensive coastwise and foreign shipping business, and with the restricted hours of the customs, i. e., 9 a. m. to 4.30 p. m., we are continually being subjected to delay on our vessels or vessels for which we are agents, and which delays, under the present high rates of charter, causes a considerable financial loss to different companies and vessel owners.

We have gone into this matter carefully, submitting our views on same to a number of the different American shipping interests on the Atlantic coast, requesting them, if, in their opinion, this port deserves the establishment of an office, with the holder of same to attend to nothing but the duties of a shipping commissioner, that they write you indorsing this movement, and we take pleasure in presenting to you in support of this petition letters from the following firms: Messrs. J. S. Emery & Co. (Inc.), Coastwise Transportation Co., Wilmore Steamship Co., Staples Transportation Co., W. R. Grace & Co., J. S. Winslow & Co., the New York & Porto Rico Steamship Co., the Coast Steamship Co., the Luckenbach Steamship Co., the New York & Cuba Mail Steamship Co., the Cuyamel Fruit Co., Crowell & Thurlow, and the Globe Line.

The office of the shipping commissioner at present is in the customhouse, and the business of the office is handled over the counter that is used for entrance and clearance of vessels, payment of duties, etc., and we know that you can appreciate the congested conditions that ensue in the customhouse when vessels are entering and clearing, crews being paid off and new crews signed on.

We also understand that the patrons of the post office, which is located in the same building, are complaining of the corridor being crowded with seamen.

of the appointing of a commissioner, with an office either upstairs in the customhouse building or being allowed an office on the water front, would do away with this complaint.

We do not wish you to feel that we are in any way entering a complaint against the manner in which the young man, Mr. H. S. Andrews, is performing his duties, as we know that he has been at all times obliging, courteous, and firm in his decisions, both as regards vessels and seamen, and think that his interpretations of the shipping regulations are clear and concise, and feel you could do no better than by appointing this young man to the position. However, this, of course, is left to your good judgment.

We sincerely trust that you will take this matter up and afford us the relief which this port stands greatly in need of.

Very sincerely, yours,

THE BERWIND-WHITE COAL MINING CO.,  
By R. R. BLOOD, *Agent*.

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JOHN S. EMERY & Co. (INC.),  
SHIP BROKERS, STEAMSHIP AGENTS, COMMISSION MERCHANTS,  
*Boston, November 13, 1916.*

MR. EUGENE T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We understand that there is a movement afoot to procure the establishment of an office of shipping commissioner at Newport News, Va., which heartily meets with our indorsement as being very essential for the convenience of our merchant marine at that port, and we trust that this will meet with your approval.

Many times it has proved an inconvenience to masters of vessels in not having such an office at that port.

Yours, very truly,

JOHN S. EMERY & Co. (Inc.),  
H. K. NUTTING, *Secretary*.

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COASTWISE TRANSPORTATION CO.,  
*Boston, Mass., November 13, 1916.*

MR. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: As there is no regular shipping commissioner at the port of Newport News, Va., such signing on and off of crews as is done being handled through the customhouse, which has worked a hardship on a number of the American vessels, owing to the restricted hours at the customhouse.

It is my opinion that there should be a regular shipping commissioner at this port, as it would be a great service to our vessels and other American vessels.

Yours, very truly,

COASTWISE TRANSPORTATION CO.,  
J. G. CROWLEY, *General Manager and Treasurer*.

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WILMORE STEAMSHIP CO. (INC.),  
*New York, N. Y., November 13, 1916.*

MR. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We notice that at the present time there is no regularly appointed United States shipping commissioner at the port of Newport News, Va., which is the cause of a great deal of inconvenience and hardship to American steamship owners, due to the fact that the signing on and off of crews is done by the customhouse, who, as you know, have very restricted hours.

We therefore respectfully request that you appoint a shipping commissioner for Newport News, which we feel sure will relieve matters very considerably.

Again thanking you for your courtesy, we remain,

Very truly, yours,

WILMORE STEAMSHIP CO.,  
RAFAEL RIOS, *Secretary and Treasurer*.

STAPLES TRANSPORTATION Co.,  
Fall River, Mass., November 13, 1916.

Hon. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We respectfully request that a regular shipping commissioner be appointed for Newport News, Va. Most of our coastwise barges are trading in this port, and we find it very inconvenient not to find a shipping commissioner to serve them at all times. It is especially indispensable just now, as there is a scarcity of seamen, and it is hard work to furnish crews to keep our vessels running.

Respectfully,

STAPLES TRANSPORTATION Co.,  
Per J. W. HAMMOND,  
*Superintendent.*

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W. R. GRACE & Co.,  
New York, November 14, 1916.

Hon. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

SIR: At the present time there is no regular shipping commissioner at the port of Newport News for signing on and off of crews, which is done through customhouse, and this works a hardship on our American steamers, owing to the restricted hours at the customhouse.

Could it not be arranged that a regular commissioner be appointed for Newport News, in order to facilitate dispatch on American steamers?

We trust this may be arranged, and remain,

Yours, very truly,

W. R. GRACE & Co.,  
N. BOUVIER, *Vice President.*

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J. S. WINSLOW & Co.,  
Portland, Me., November 15, 1916.

Hon. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: Owing to there being no regular shipping commissioner at Newport News, and the signing of crews having to be handled through the customhouse at that port, our vessels of late, particularly those clearing on offshore voyages, have been delayed and had a lot of bother in handling the crews under present conditions. We feel that the port of Newport News is of sufficient importance to warrant having a regular shipping commissioner appointed to attend to this work, and we trust steps will soon be taken to give us a regular commissioner, as is the case in most of the other ports where as much shipping is handled as at Newport News.

Yours, truly,

J. S. WINSLOW & Co.,  
ELEAZER W. CLARK, *President.*

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THE NEW YORK & PORTO RICO STEAMSHIP Co.,  
New York, November 16, 1916.

Hon. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

SIR: Our attention has been directed to the fact that there is no United States shipping commissioner at Newport News, Va., such signing on and off and other work as is ordinarily handled by a shipping commissioner being done through the Newport News customhouse. This plan works a hardship on American vessels owing to the restricted hours during which the customhouse is open, and as owners of American steamers which are calling more or less regularly at Newport News for both cargo and bunkers, we beg to indorse the petition which we understand is being addressed to you requesting the appointment of a regular shipping commissioner at that port.

Yours, very truly,

FRANKLIN D. MOONEY, *President.*

COAST STEAMSHIP Co.,  
New York, November 17, 1916.

Mr. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We are writing to bring to your attention the inconvenience that this company is put to, together with other lines, resulting from there being no regular shipping commissioner located at Newport News, Va. This works a hardship on American vessels owing to the restricted hours at the customhouse, and we beg to urge that a regular commissioner be appointed for the port of Newport News, Va.

I trust you will see your way clear to give our request your serious and favorable consideration.

Yours, very truly,

C. L. DIMON, *President.*

LUCKENBACH STEAMSHIP Co. (INC.),  
New York, November 22, 1916.

Mr. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

SIR: At the present time the port of Newport News, Va., has no regular shipping commissioner, and when crews are signed on or off it is necessary that his business be handled through the customhouse. Owing to the restricted hours at the customhouse this has worked a considerable hardship on American vessels in competition with foreign vessels, and it is respectfully requested that a commissioner be appointed to this port.

Yours, very truly,

H. P. HAMILTON, *General Manager.*

NEW YORK & CUBA MAIL STEAMSHIP Co.,  
New York, November 23, 1916.

Hon. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

SIR: We understand that there is no regular shipping commissioner at the port of Newport News, Va., to properly attend to the signing on and off of crews on board American steamers calling at said port. While we do not operate a regular service from Newport News, we have vessels calling at Newport News from time to time to carry coal to Cuban and Mexican ports, and as this service is likely to be increased in the very near future, we fear that, with the restrictions now in force on American vessels in connection with the seamen's law, etc., the absence of a regular shipping commission at Newport News may be the means of delays to our vessels at that port which, at the present moment, due to the scarcity of tonnage, will be very serious and detrimental to our interests.

We have been given to understand that you are now considering the appointment of a shipping commissioner for Newport News, and the object of this letter is simply to give you our views in order that, if possible, such an appointment may be made at the earliest practicable moment.

Respectfully, yours,

W. D. MOVY, *Vice President.*

CUYAMEL FRUIT Co.,  
New Orleans, November 24, 1916.

Mr. E. T. CHAMBERLAIN,  
*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: In behalf of the shipping interests in Newport News, Va., we wish to add our names to those requesting that a regular commissioner be appointed for that port.

We feel quite sure this would be of considerable benefit to all shipping interests.

Yours, very truly,

HERBERT HILLER.



CROWELL & THURLOW, SHIP BROKERS AND SHIP AGENTS,  
*Boston, Mass., December 2, 1916.*

Mr. EUGENE T. CHAMBERLAIN,

*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: We understand there is a movement on foot to establish a regular shipping commissioner at the port of Newport News, Va.

At the present time the signing on and off of crews is being handled through the customhouse; and, owing to the restricted hours at the customhouse, it has worked a hardship on a great many American vessels.

We trust you will give this matter your careful consideration, and if you can consistently do so, appoint a regular shipping commissioner at the port of Newport News, Va.

Yours, truly,

CUNNY RHENLOW.

THE GLOBE LINE,  
*New York, December 8, 1916.*

Mr. E. T. CHAMBERLAIN,

*Commissioner of Navigation, Washington, D. C.*

DEAR SIR: Referring to the port of Newport News, Va., we ascertain there is no regular shipping commissioner at that port and that the business is handled by the customhouse.

The restricted hours of the customhouse naturally interfere with the prompt dispatch of the ship's business in connection with matters pertaining to the crew, and we are of the opinion that more efficient service can be rendered United States shipping by the appointment of a regular shipping commissioner at that port, for the signing and discharging of crews, which will facilitate the dispatch of the ship.

Yours, very truly,

J. B. AUSTIN, Jr.,  
*Vice President and General Manager.*

THE PENINSULAR & OCCIDENTAL STEAMSHIP CO.,  
*Jacksonville, Fla., January 2, 1917.*

Hon. WM. C. REDFIELD,

*Secretary Commerce and Labor, Washington, D. C.*

MY DEAR SIR: Am attaching herewith copies of letters I have written Mr. George Uhler and Senator D. U. Fletcher, with recommendation from this company for an increase in pay for the United States local inspectors.

Very truly,

P. J. SAUNDERS, *Manager.*

THE PENINSULAR & OCCIDENTAL STEAMSHIP CO.,  
*January 2, 1917.*

Hon. DUNCAN U. FLETCHER,

*United States Senator, Washington, D. C.*

MY DEAR SENATOR: Without any conversation on the subject with any of the United States local inspectors, am writing you in their behalf, with a view of asking that you do what you can to see that the United States local inspectors receive an increase in pay. As I understand it, the United States local inspectors at Jacksonville and Apalachicola receive \$125 per month. They have supervision over the masters and chief engineers of the ships, and I wish to mention that each and every employee of our company received a substantial increase in wages during the past year, and, furthermore, that each and every captain and chief engineer of our ships receives a great deal more compensation per month than the United States local inspectors to whom they report.

Furthermore, will mention that the United States local inspectors for the Apalachicola and Jacksonville districts are first class, capable men, and two of them at least we would be very glad to have in our employ at any time they wish to enter it, at a greatly increased compensation. It is to the interest of the owners as well as to the public that the United States local inspectors be competent and faithful, and such being the case they should receive good compensation.

Anything that you can do to favor them will certainly be appreciated by

Yours, very truly,

\_\_\_\_\_, *Manager.*

THE PENINSULAR & OCCIDENTAL STEAMSHIP Co.,  
January 2, 1917.

r. GEORGE UHLER,

*Supervisor of Inspectors, Washington, D. C.*

MY DEAR GENERAL: Am attaching copy of letter I have taken it on myself write Senator Fletcher, with a view of securing an increase in pay for the United States local inspectors. As mentioned, this letter has been written without any solicitation from the inspectors. You have first-class men in both our districts, and I certainly hope that they will receive an increase in compensation, and anything that I can do to assist in same will be a pleasure.

Very truly,

\_\_\_\_\_, *Manager.*

### BUREAU OF STANDARDS.

Secretary REDFIELD. Dr. Stratton's bureau is next.

### SALARIES, BUREAU OF STANDARDS.

Dr. STRATTON. Mr. Chairman, I think very few people appreciate the additional work that has been thrown upon the Bureau of Standards in the last two or three years, and for which we have had substantially no increases in our statutory force.

In the consideration of our estimates by the House the chemists asked for were allowed, but no additional force was allowed in our physicists, clerks, or mechanics. From those positions not allowed I have selected the 20 which are the most urgent and which we should like to have you consider. They are extremely urgent. If you like, I can simply submit this list, which designates them.

Senator SMOOT. I notice that you designate these positions in the House hearings. There are about 20 pages here on that subject. We will go over this very carefully, Doctor.

Dr. STRATTON. Yes, sir.

Senator SMOOT. Whatever you say I wish you would confine to what is not covered by the House hearings, because they are before us.

Dr. STRATTON. This is all additional.

Senator SMOOT. That is about 20 pages.

Dr. STRATTON. The bureau is a scientific service, acting in the capacity of scientific adviser to the Government departments as well as the industries. With reference especially to the Government departments, we can hardly handle—in fact, we do not handle—all of the work, by far, that comes to us from the Government alone. The Navy and War Departments are submitting work every day. It is exceedingly essential that we should have some increase in our scientific force. A failure to do this will finally result in the various bureaus doing it for themselves, and hence much unnecessary duplication of work.

Senator SMOOT. Doctor, there are a number of positions here, amounting to 91, that were estimated for and were omitted by the House. Can you tell us, in a few words, what are the most necessary?

Dr. STRATTON. Yes, sir. I have compiled a statement here of the most important ones.

Senator SMOOT. Just file that.

Dr. STRATTON. That is what I suggested a while ago.

Senator SMOOT. Then, there is no need of spending any further time on that matter.

Dr. STRATTON. Exactly.

(The statement submitted by Dr. Stratton is as follows:)

*New positions urgently needed for the fiscal year 1918.*

Scientific:

1 physicist	\$3,600
1 physicist	3,000
1 assistant to director	3,000
1 associate physicist	2,500
1 associate physicist	2,000
2 assistant physicists, at \$1,800	3,600
3 assistant physicists, at \$1,600	4,800
3 assistant physicists, at \$1,400	4,200
4 laboratory assistants, at \$1,200	4,800
1 laboratory helper	720
2 aids, at \$720	1,440
	<u>\$33,000</u>

Clerical:

1 chief clerk	2,000
1 clerk	1,400
2 clerks, at \$1,200	2,400
1 messenger	840
	<u>6,640</u>

Construction:

2 mechanics, at \$1,400	2,800
1 mechanic	1,200
1 shop apprentice	720
1 shop apprentice	600
1 pipe fitter	1,200
1 glass blower	1,200
	<u>7,720</u>

Increases in salary:

Secretary, \$2,200 to \$2,500	300
Chief mechanic, \$1,800 to \$2,200	400
Foreman (woodshop), \$1,200 to \$1,400	200
Skilled woodworker, \$840 to \$1,000	160
Packer and shipper, \$840 to \$1,000	160
Assistant engineer, \$1,600 to \$1,800	200
Librarian, \$1,600 to \$1,800	200
	<u>1,720</u>

Total new positions (32) and increases 41,360

*Estimates for increases in special funds for 1918.*

Appropriation.	Current year 1917.	Increase desired, 1918.	Total 1918.
Structural materials	\$100,000	\$50,000	\$150,000
Public utilities	40,000	60,000	100,000
Physical constants	5,000	20,000	25,000
Mechanical appliances	10,000	15,000	25,000
Electrodeposition of metals (new)			

Dr. STRATTON. Then in the clerical force we must have some additional places and I call the need for them to your attention. This is in the same list. It is classified as "clerical," under the second heading. Under "construction"—and we have a great deal of that to do; tool instrument makers, etc.—I have done the same thing. I have picked

water, both mass concrete from chemical action below the elevation of high water and reinforced concrete above the elevation of high water. Some of these structures are only a very few years old. The condition found in the Navy structures is also found generally in the structures built by other departments of the Government, as well as those built by private enterprise and State and city governments. We found structures which were only a few months old that are showing deterioration and in a very few years will require extensive repairing or they will fail. The cause of this serious and unsatisfactory condition of concrete as found in many places is due, I believe, in large measure to the use of incorrect methods and improper design. Engineers generally are keenly interested in this investigation, and there are several phases of it which require immediate and extensive research.

"Another matter which I desire to bring to your attention is the status of our investigation of the effect of alkali waters on concrete, which is being carried on in the irrigated districts of the West. The results of tests this year show that cement drain tile that were considered to have been made of very good quality are failing. Also some of the mass concrete is failing. This condition was rather unexpected from the results previously obtained and will necessitate further extension of our investigation in this field."

The question of the proper use of concrete is a very serious one, and the above report covers a condition not only in concrete work but in many lines of structural materials.

S. W. STRATTON.

THE PUBLIC-UTILITY INVESTIGATIONS OF THE BUREAU OF STANDARDS (\$100,000  
ASKED; \$50,000 ALLOWED).

Public-utility commissions of States and officials of municipalities are confronted with the task of setting standards for the service of public utilities or approving or modifying standards suggested by such utilities. This involves greater knowledge of technical questions than such officials usually possess. Many of these questions can only be answered by thorough scientific investigations in conjunction with an extended study of engineering experience. This work has been carried on by the bureau for several years, and the results have been found of such practical value that there is a widespread call to extend the work. Some of the questions investigated or to be investigated are:

1. *Standards for electric service.*—This deals with the service of electric light and power companies. The bureau's work covers the rules and standards for accuracy of meters, permissible fluctuations of voltage and interruptions of service, and many other questions of service and public relations, including quality of service under different conditions and efficiency of distribution of electrical energy.

2. *Standards for gas service.*—This does for gas what the above studies do for electricity and includes also methods of testing the quality of gas and variations in pressure.

3. *Standards for telephone service.*—This work has been undertaken recently and is not as well developed as (1) and (2), but is of immense importance and should be developed. It includes testing telephone and telegraph apparatus and a study of new devices and methods of improving service. There is a widespread demand for information on this subject not only by commissions and municipal officials but also by utility engineers and manufacturers.

4. *The mitigation of damage from electrolysis.*—The electric current used by electric railways, when flowing back to the stations through the ground, frequently causes serious damage to water and gas pipes, lead sheaths of telephone and electric-light cables, and other metal underground structures. The bureau has studied for several years how to make electrolysis surveys to find the best way of eliminating the trouble. The loss is sometimes serious, and it is necessary to find the most effective way of stopping it at a reasonable cost. The bureau has valuable investigations under way and needs additional funds to carry on the work.

5. *National electrical safety code.*—The increasing use of electricity for light, heat, and power in the industries and in everyday life and the increasing voltages at which it is distributed across country and through city streets makes the question of the life hazard in its use of immense importance. It is estimated that more than a thousand persons annually are killed and many more injured through electric shocks and burns. If a human life is valued at \$10,000, this represents not less than \$250,000 a week as the financial loss

due to this cause. The bureau has developed a national safety code, now ready for adoption, but as it is of a technical character it is important that the bureau give assistance in the way of surveys of stations and electric lines and instruction of inspectors and engineers in connection with its adoption and use. We are already swamped with requests for such service, and it is of immense importance that we be better able to respond after July 1 than we are at present. We should have several additional engineers to do this outside work, and not less than \$10,000 per year will be required for the purpose.

6. *The national gas safety code.*—This will consist of 10 sets of safety rules covering all phases of manufacture, distribution, and use of gas, including natural and artificial gas of all kinds. It is a work of great and general interest, and will be used very widely when completed. The work has been suspended for several months, due to pressure of other work, and the small number of engineers available for the gas work. It is important that we increase the number of engineers and assistants, and thereby handle our work efficiently.

7. *Standards for street lighting.*—This most important investigation has dragged for lack of better support. The cities of the country are spending many millions of dollars annually for street lighting, and yet have insufficient standards and loosely worded contracts. Generally there is no provision for tests to see whether the contracts are complied with. If a city bought and paid for coal without having it weighed, taking the contractor's statement and paying the bills on presentation, it would be thought a scandalous method of doing business. But paying for street lighting without tests and without assurance that the contract is met is very common. It is due to lack of knowledge. The bureau has a large amount of information and experience on this question, but can not put it into shape for the use of all the interests affected without extended discussion and many conferences. To push this investigation actively and do the work as well as it deserves will require additional funds.

8. *Public utility franchises and city ordinances.*—There are many demands upon the bureau for information in connection with new franchises for public utilities. City councils are usually not well informed on the technical side of such questions, and the bureau should be better prepared than it is to give serious attention to requests for information on such questions. We have done enough in the past to show how valuable the information is and how thoroughly it is appreciated.

Frequently information is sought also in connection with proposed city ordinances on public-utility questions. The disposition on the part of municipal officials to seek reliable information from the Bureau of Standards should be encouraged, and nothing will encourage it so effectively as to make satisfactory responses to such requests. The failure to carry on the business of a city in a businesslike way is often due to lack of information. The Federal Government will do well to encourage and support the bureau's work in a line which affects the people's interests in the vital way that the public-utility investigations of the bureau are doing. This work is thoroughly appreciated, and any amount of support for it can be secured if desired.

S. W. STRATTON.

#### PHYSICAL CONSTANTS (\$25,000 ASKED, \$5,000 ALLOWED).

These constants are fundamental in the development of the industries and to science. They should be determined with the highest precision by a central official laboratory. They are as necessary as standards of measurement in all industrial work.

A substantial increase is required in the fund appropriated for the purpose of determining important physical constants of materials essential to the industries or in laboratory investigations, such as the determination of the value of gravity, thermal conductivities of materials, mechanical equivalent of heat, metallurgical constants such as specific and latent heats of metals and alloys, the electrochemical equivalent of metals, the velocity of light, including data important in the efficient planning of industrial processes and in the effective utilization of the properties of materials. It is desired to place the work on a more definite basis and plan investigations of special urgency. The standardization of critical temperatures in metallurgy is, for example, essential to efficiency. So also the electrochemical equivalents of the metals underlie the processes of the electrochemical industries.

Such constants must be determined by the Government, which is well equipped with the standards and the needed facilities.



STANDARDIZATION AND TESTING OF MECHANICAL APPLIANCES (\$25,000 ASKED,  
\$10,000 ALLOWED.)

The objects of the work are to aid designers, constructors, and operators of such apparatus or mechanisms by placing at their disposal the requisite scientific data in the development and solution of the problems on which they are engaged; to devise suitable methods of rating; and to establish standards of performance with which new devices may be compared. Many such devices are submitted to the bureau by the various departments of the Government for investigation or test, generally in connection with contemplated or actual purchases. The present fund is entirely inadequate and should be increased to \$25,000—a very conservative estimate in view of the urgent need for the work and its importance to industrial development.

There is urgent need for an increase in this fund for developing methods of testing and standardizing machines, motors, tools, measuring instruments, and other apparatus and devices used in mechanical, hydraulic, and aeronautic engineering; for the comparative study of types of apparatus and methods of operation and for the establishment of standards of performance; for the accurate determination of fundamental physical constants involved in the proper execution of this work; and for the scientific experiments and investigations needed in solving the problems which may arise in connection therewith, especially in response to the requirements of aeronautics and aviation for information of a purely scientific nature.

This work involves investigations of various kinds for obtaining the precise information required for the correct application of the fundamental principles on which the design and operation of such mechanical appliances is based or their output measured.

S. W. STRATTON.

INVESTIGATION OF THE ELECTRODEPOSITION OF METALS—\$10,000 ASKED, NOTHING  
ALLOWED.

(Electrotyping and electroplating.)

It is highly desirable that a special appropriation be secured for an investigation of the electrodeposition of metals. Many industries are vitally concerned in the electrodeposition of metals, particularly the electrotyping and electroplating industries. Little attention has been paid to the scientific principles involved. Such information is urgently needed. An estimate has, therefore, been submitted for this purpose.

S. W. STRATTON.

## INCREASES IN SALARY.

The specific salary increases submitted are urgent cases where the pay is not commensurate with the work required. The Secretary has charge of the publications and personnel matters of the bureau. The chief mechanic is in charge of the design and construction of scientific apparatus for testing and research purposes. The present salary will not retain a man of the desired qualifications. The foreman of the woodworking shop is receiving \$1,200 per year; \$1,400 is a modest salary for this work. The salary of the skilled woodworker at \$840 should be increased to \$1,000. The duties of the packer and shipper have grown to such an extent that higher pay is necessary. The salary of \$1,600 per year for the assistant engineer is not sufficient for one capable of managing the complex power plant of the Bureau of Standards. In these cases the bureau must increase salaries or use second-rate men.

S. W. STRATTON.

## NEW POSITIONS.

The legislative, executive, and judicial appropriation bill as it passed the House contained none of the scientific positions estimated for, other than the chemists made necessary by the completion of the new chemical laboratory. The bureau is in urgent need of additional assistance in all lines of its physical and technical work. The industries for the past few years have called for



many times the resources of the bureau. Urgent scientific problems presented by the Government alone are sufficient to occupy the bureau's entire force. Industrial progress as well as the technical work of the Government must be based upon scientific research if we are to take a progressive position among nations. The bureau's work has suffered keenly during the past year for the lack of adequate scientific, clerical, and technical assistance.

No statutory positions have been added to the bureau's scientific staff for the past three years.

S. W. STRATTON.

Secretary REDFIELD. I will file with the committee a statement of what Great Britain has begun to do in connection with the work of research for the industries. It is a very important factor.

(The statement submitted by Secretary Redfield is as follows:)

[London Times.]

AN IMPERIAL TRUST FOR RESEARCH—BIG STATE GRANT FOR NEW DEPARTMENT—INDUSTRIAL INQUIRIES.

The Government have decided to establish a separate department of scientific and industrial research for Great Britain and Ireland under the lord president of the council, with the president of the board of education as vice president. They have also decided, subject to the consent of Parliament, to place a large sum of money at the disposal of the new department, to be used as a fund for the conduct of research for the benefit of the national industries on a cooperative basis.

The board of inland revenue have decided, with the approval of the chancellor of the exchequer, that no objection shall be offered by their surveyors of taxes to the allowance as a working expense, for income-tax purposes, of contributions by traders to industrial associations which may be formed for the sole purpose of scientific research for the benefit of the various trades; and the allowance would be equally applicable as regards traders' contributions specifically earmarked to the sole purpose of the research section of an adapted existing association. In both cases the allowance would be subject to certain conditions: for example, the association or the research section to be under Government supervision, and the traders' contribution to be an out and out payment, made from his trade profits and giving him no proprietary interest in the property of the association, etc.

In order to enable the department to hold the new fund and any other money or property for research purposes, a royal charter (official notice of which was published in the London Gazette last night) has been granted to the official members of the committee of the privy council for scientific and industrial research under the title of the "Imperial trust for the encouragement of scientific and industrial research." The trust is empowered "to accept, hold, and dispose of money or other personal property in furtherance of the objects for which it has been established, including sums voted by Parliament to that end." The trust can take and hold land, and can "accept any trusts, whether subject to special conditions or not, in furtherance of the said objects."

A substantial gift has already been made to the trust by two members of the Institution of Mechanical Engineers for the conduct of a research in mechanical engineering to be approved by the department, in the hope that this example will be followed by other members of the institution.

Mr. H. Frank Heath, C. B., has been appointed permanent secretary of the new department, and until December 31 all correspondence should be addressed to him at the offices of the board of education, Whitehall. On and after January 1 all correspondence should be addressed to: The secretary, department of scientific and industrial research, Great George Street, Westminster, S. W.

[Mr. Heath, who is a fellow of University College, London, has been director of special inquiries and reports under the board of education since 1903. He has been principal assistant secretary of the universities branch of the board for the last six years, and education correspondent to the Government of India since 1904. From 1909 to 1913 he was joint secretary to the royal commission on university education.]

**STATEMENT OF T. C. SHAW, OF ATLANTA, GA., DISTRICT SECRETARY, CIVIL SERVICE COMMISSION.**

**Senator TILLMAN.** Mr. Shaw, please tell the committee what you are, and who you are, and where you come from and what you are doing.

**Senator SMOOT.** Please make it as short as possible, Mr. Shaw.

**SALARIES OF DISTRICT SECRETARIES.**

**Mr. SHAW.** Yes, sir. I am one of the civil service district secretaries, with headquarters in Atlanta, Ga. This is my district, comprising six States [Exhibiting map to subcommittee]. Those red lines represent the travel that I have to make twice a year.

**Senator TILLMAN.** To cover your district?

**Mr. SHAW.** To cover my district; and the yellow lines represent the travel that I have to make four times a year. On those trips I have to conduct examinations, and instruct local boards at these different points as to how to conduct examinations and rate noneducational papers at the navy yards and engineer offices. This district has nine engineer offices, two lighthouse districts, three naval stations, one navy yard, and one aero station. I am in charge of making up the eligible lists at these navy yards, and it is necessary that I have knowledge of the mechanical trades in order to do that work satisfactorily. I have had a four-year course in mechanical engineering, and have studied mechanical drawing, machine-shop work, wood-work, foundry work, forge work, and all those different things which equip me to do that kind of work properly.

**Senator SMOOT.** What salary are you getting now?

**Mr. SHAW.** \$1,800. When I was transferred to this position two years ago it paid \$2,800, and of course I thought they would not lower it any.

**Senator SMOOT.** What do you mean by "transferred to this position"?

**Mr. SHAW.** I was transferred from the Agricultural Department. I was formerly with the Agricultural Department.

**Senator SMOOT.** And you were drawing \$2,800.

**Mr. SHAW.** I was drawing \$1,800, but this position paid \$2,800 when I was transferred.

**Senator TILLMAN.** How long did you draw this \$2,800?

**Mr. SHAW.** I drew the \$2,800 about eight months.

**Senator TILLMAN.** You just got enough taste to like it.

**Senator SMOOT.** You are designated as an examiner, are you?

**Mr. SHAW.** I am designated as a district secretary of the Civil Service Commission. We have the administrative control of the holding of examinations in the districts. We appoint the local boards at the different examining points. We take it up with the appointing officers.

**Secretary REDFIELD.** Senator, I happen to have a little knowledge of a few details of that work about which I should like to say a word. As regards the work done by these boards for the Lighthouse Service, I want to say that it is extremely well done.

Mr. SHAW. I appreciate that.

Secretary REDFIELD. I am very glad to have the opportunity to say it.

Mr. SHAW. There is just one little matter, gentlemen, which it will take me about two minutes to show you, and I think will be something well worth trying out.

Senator SMOOT. You are in the field force, are you not?

Mr. SHAW. Yes, sir. I am one of the 12 district secretaries.

Senator SMOOT. There are two of those district secretaries who get \$2,400.

Mr. SHAW. Yes, sir.

Senator SMOOT. One gets \$2,200, four get \$2,000, and five get \$1,800.

Mr. SHAW. Yes, sir; and I am one of the five.

Senator SMOOT. Is there any show of your receiving a promotion?

Mr. SHAW. There is no chance, sir, unless it is put in the bill.

Senator SMOOT. No; I mean are there likely to be any resignations or transfers of these others that are receiving more salary than you are?

Senator OLIVER. Why does this discrepancy exist?

Mr. SHAW. The man who has the New York district, since they discontinued paying him the \$3,000, got them to put him on the customs roll up there. Instead of getting a demotion he got a promotion. He is getting \$4,000 now. He is just detailed from the customhouse up there to do just exactly what I am doing, and he is getting \$4,000.

Senator SMOOT. Suppose we change this law, and suppose instead of providing two district secretaries at \$2,400 we provide three district secretaries. What assurance have you that you would get that advance? Do you not think that the man here who is getting \$2,200 would get it, or that one of the men who are getting \$2,000 would get it?

Mr. SHAW. Well, we would just have to take a chance, you know.

Senator SMOOT. It would be a chance.

Senator TILLMAN. What you want, as I understood upstairs, is to get back the \$1,000 you lost.

Mr. SHAW. Yes, sir.

Senator TILLMAN. But you have not explained how you came to lose it.

Mr. SHAW. The Civil Service Commission took up with the Treasury Department and the Post Office Department the matter of supplementing the district secretaries' salaries several years ago. They raised the salaries to \$2,800 and \$3,000, and they drew those salaries for several years, until last year the Postmaster General wrote the Civil Service Commission a letter and told them that he could not carry the civil-service secretaries any longer on the post-office rolls. Then the Civil Service Commission recommended it in their annual recommendations to the House committee and the House committee just cut it out.

Senator SMOOT. Did you make a request for your transfer from the Agricultural Department?

Mr. SHAW. Yes, sir. My home formerly was in South Carolina, and my territory is in the district down there which I have shown on the map.

Senator SMOOT. And you entered the employment of the Civil Service Commission at \$1,800?

Mr. SHAW. I entered it at \$2,800.

Senator SMOOT. You got \$1,000 from the Post Office Department?

Mr. SHAW. I got \$1,000 from the Post Office Department; but you see the other man was already getting this \$2,800.

Senator SMOOT. How about these other district secretaries? Were they getting the additional compensation?

Mr. SHAW. Yes, sir; they were all getting \$2,800 and \$3,000—some \$2,800, and the others \$3,000. They have all been cut off; but, as I say, there is only one man out of the 12 who is getting any more than you see there. The New York man is getting \$4,000 now.

Senator SMOOT. What you want, then, is to have the compensation of all the district secretaries of the field force increased \$1,000 a year?

Mr. SHAW. Yes, sir.

Senator SMOOT. All right; just so we understand it.

Senator OLIVER. He does not want the \$2,400 men increased; he wants his own salary increased.

Senator SMOOT. But he wants all the others increased that are getting \$1,800.

Senator OLIVER. All of the five; yes.

Senator SMOOT. And I suppose he wants the other \$2,000 men increased to \$3,000.

Mr. SHAW. I think it would be equitable to put them all at \$3,000. That is just my opinion. The difference in the responsibilities in one district and in another amounts to very little. For instance, the New York man has only one State, whereas I have six States; and although he has more people the difference in responsibility and in the duties is very little.

#### BULLETIN BOARDS.

Now, just one minute. I know you are awfully busy and short of time. One of the big troubles in the South is lack of information about civil-service matters generally; and they have no bulletin boards to advertise these examinations on, and to distribute or display the literature. As it is now, they just have a general bulletin board which is used for all services. All the departments put their literature on one board, and you can go there and you absolutely can not find anything. In all the post offices throughout the country old examination papers are up there advertising examinations that were held a year ago. Now, I have gotten up a board on which you can index all the pending examinations at each city, and give just a little brief, just an index of the examinations in a glass here, and then hand the detailed information out on the side. A man can go there and in two or three minutes in any city he can secure all the information he wants without writing to anybody about it. As it is now, the Civil Service Commission is spending lots of money getting out a spring and fall manual of this size [exhibiting manual] which costs about 5 cents per copy. You can save all this money if you will just simply get up the information in this shape, and put up a bulletin board in the shape that I have shown you.

Senator TILLMAN. And do away with the printing of the bulletin?

Mr. SHAW. And do away with a whole lot of this printing, besides doing away with a whole lot of correspondence.

Senator SMOOT. You could not make the Civil Service Commission believe that, because they have a list of subscribers to whom they send those bulletins all over the United States, in cities that do not have any office, or would not have a chance of putting up your bulletin.

Mr. SHAW. This is the way you could index all the examinations and just hand out these manuals on the side. The National Postmasters' Association looked into this matter, and they passed resolutions at their annual meeting last year recommending that they put these in at the different offices.

Senator OLIVER. Have you presented your suggestion to the Civil Service Commission?

Mr. SHAW. Yes, sir; and they just think it will be a little too costly. My idea, however, is that if you will just appropriate \$5,000 or \$10,000 and put it in, say, 100 offices just to try it out—do not make any appropriation for all the offices, or anything like that. Let us just try it out in 100 offices—it will demonstrate its utility.

Senator SMOOT. All right; I believe we know what you want now, Mr. Shaw.

Mr. SHAW. Very well. Gentlemen, I wish to thank you.

Senator SMOOT. You are welcome; and we thank you, Mr. Shaw, for coming and explaining the matter.

## DEPARTMENT OF AGRICULTURE.

### STATEMENT OF WILLIAM SANNS.

#### INCREASE OF SALARIES OF WATCHMEN.

Senator OVERMAN. What position do you hold?

Mr. SANNS. I am a watchman in the Agricultural Department.

Senator OVERMAN. We will be glad to hear from you. Make your statement of anything you have to say.

Mr. SANNS. Well, now, I am going to tell you that I will assure you that it is a humiliation for me to come here and beg for a raise in our pay. I have always been self-supporting, and I am telling you that we can not live on \$60 a month, so I will give you a little history.

Senator OVERMAN. Are you not before the wrong committee?

Mr. SANNS. No, sir; we want to appear before you.

Senator OVERMAN. I know; but you have come from the Agricultural Department?

Mr. SANNS. Yes.

Senator OVERMAN. Ought you not go before the Agricultural Committee?

Mr. SANNS. Yes, sir; and that is so; but here is an item, and what is going to be done by you gentlemen is apparently going to be done; it is going to be sanctioned, by the other departments. That is what we are here.

Senator OVERMAN. Not necessarily. The Agricultural Department has a separate appropriation bill.

Mr. SANNS. Yes; we understand so. Now, do you wish me to read my statement?



**Senator OVERMAN.** Yes, if you want to.

**Mr. SANNS.** I would be glad to. On December 15 I drew \$30, half my pay for the month, and after paying my rent and my coal bill I \$1.75 on notes I had \$6.75 to keep three of us until the 31st of cember. The same thing has occurred again on this pay day. I ve \$6.31 left.

Now, you know that everything has risen in price. I do not drink; am a sober and industrious man; and it has reached the point, Mr. erman, where we can not live on \$60 a month any longer. I am t here to cram unionism down you, but I am here to make an rnest appeal that you will give this earnest consideration and make increase in the lower salaries.

I have not been able to buy underwear for my family this year. e are satisfied if we have even enough to eat. I have went out to rk at night with dry bread for my lunch. Now, that seems an surd statement, but it is the truth. The price of everything has creased so that we are asking if you will give this earnest consid- ation and consider the lower-class employees, because we do need that lp. If I was to die to-morrow, charity would have to bury me. one of my family died or was sick, I would not know what to do. have a note now that was made last spring when I was sick, and am so situated now that I must pay it, whether I have anything to it or not. They say you can get plenty of credit in the groceries in the city, but what is the use of that? I can not pay for it. I owe o groceryman in this town, nor I will not, because I can not pay em.

There has been a great deal of talk about the higher-class employees and their pay. If I was getting what they get, I would not sk for anything.

**Senator OVERMAN.** You are a watchman?

**Mr. SANNS.** Yes; a watchman. Now, there is an idea I wish to orrect right now. There seems to be an idea that watchmen have ot anything to do. On my rounds every night I climb up and own 274 steps. Figure that by seven and you will see how much alking I have to do. I was discharged from the military service or injuries received in the service. We earn our money.

I will not say much more in regard to this, because you know the ituation. You know that things have gone up so in price that it is almost impossible for a poor man to exist.

**Senator OVERMAN.** We know how that is.

**Mr. SANNS.** And I am just going to ask you—I am going to stop right now, because I have said a plenty, but I am going to ask you and all of you gentlemen of this committee—to give it an earnest consideration and do all for us that you can. Now, they say they are giving them 10 per cent of a raise in the bill that will take effect next July. We will be starved before that. That means \$72 a year, about.

**Senator OVERMAN.** Now, I must tell you that we in this committee have nothing in the world to do with your wages.

**Mr. SANNS.** No; I understand.

**Senator OVERMAN.** This is what is known as the legislative bill, and you are provided for on the general appropriation bill, known as the agricultural bill.

**Mr. SANNS.** Then you think we are really in the wrong place?



Senator OVERMAN. Yes; you ought to go before the Agricultural Committee.

Mr. SANNS. I thought so myself, but there seemed to be an impression that you were the proper committee.

Senator OVERMAN. I do not see why, because we have nothing to do with your salaries whatever. That is all fixed by the Committee on Agriculture.

Mr. SANNS. Now, I am going to thank you for your kindness in listening to me; and if you have any questions to ask, or if these gentlemen have any questions, I will be glad to answer them.

Senator OVERMAN. No; we would be glad to consider it and ask you questions, but this is not the proper place at all.

Mr. SANNS. I am sorry that I have taken up your time.

Senator OVERMAN. That is all right. We are glad to hear from you, but I suggest to you that you go before the Agricultural Committee when the agricultural bill comes on. They will have a meeting and hearing; and if I were in your place I would go before them. We do not have anything in the world to do with the salaries in that department.

Mr. SANNS. In all of the departments?

Senator OVERMAN. We have to do with all of them except the Agricultural Department.

Mr. SANNS. Did I catch that right? You have nothing to do with any of the salaries?

Senator OVERMAN. No; we have to do with all the salaries except those in the Agricultural Department.

Mr. SANNS. They will follow in this department what the other departments get?

Senator OVERMAN. Not necessarily so. We have got to take care of watchmen in the State, War, and Navy Building and other places, but when it comes to the Agricultural Department they took that away from us and put it in the Committee on Agriculture.

Mr. SANNS. Well, I am not sorry yet that I have spoken to you.

Senator OVERMAN. Oh, we are glad to hear from you, but this is not the proper place, and if you ask us to consider it we can not consider it, because this is not the place.

Mr. SANNS. We know that whatever you folks do with the other appropriations will be done in our department, and we are told so by the Agricultural Department—that they will follow that—and that is the reason we appeared here.

#### STATEMENT OF MARTIN GANSBURG.

Senator OVERMAN. What is your position?

Mr. GANSBURG. I am a watchman in the United States National Museum.

Senator OVERMAN. Very well.

Mr. GANSBURG. Mr. Chairman, I would like to make a statement and I will go through it. Mr. Chairman, may I make a remark? You have just made a statement that you make appropriations for every department except the Department of Agriculture. We come before the Appropriations Committee——

Senator OVERMAN. Yes; and another committee will hear you, known as the sundry civil committee.

- Mr. GANSBURG. I believe it is going to be of benefit to us.
- Senator OVERMAN. We would be glad to hear your statement, but can not possibly consider it.
- Mr. GANSBURG. I believe it is going to be of benefit, Mr. Overman, some of the members of this committee who are members of that committee can just hear my statement.
- Senator SMOOT. Why make the statement now, when you will have to make it again when another bill is under consideration? You have not put in this bill anything that you want.
- Mr. GANSBURG. But my object in making this statement—
- Senator SMOOT. You are asking for an increase that comes in an item that appears in another appropriation bill.
- Mr. GANSBURG. That is what we are under.
- Senator SMOOT. We are not considering that bill at all; and not only that, but we will not be the subcommittee that will consider that bill. I will not be a member of the subcommittee on the sundry civil bill.
- Mr. GANSBURG. I do not know your name, sir, but would it not be better for us to finish this statement now and make this statement and have it turned right over here?
- Senator SMOOT. No; it would not. I am not a member of the committee on the sundry civil bill. You might talk to me here, but you would not be talking to a member of the committee that handles that bill.
- Mr. GANSBURG. Then what would you advise me to do?
- Senator SMOOT. Come again, when the sundry civil bill is up. It has not passed the House of Representatives yet.
- Senator OVERMAN. You ought to go before the House committee.
- Senator SMOOT. You ought to go before the House committee, yes; and then, if you can, come here and appear before the subcommittee when the bill reaches the Senate.
- Mr. GANSBURG. Could you have us informed when this committee will take it up?
- Senator SMOOT. If we listened to everything you said, we could not do anything.
- Mr. SANNS. We thank you for your kindness.
- Senator SMOOT. There is no question but what you will have plenty of time to make your statement; but make it before the subcommittee that acts on it. We do not do it, and it will be an entirely different committee.
- Mr. SANNS. We appreciate your kindness in listening to us.
- Senator OVERMAN. Senator Gore is the chairman of the Agricultural Committee.
- Mr. SANNS. Yes.

## STATEMENT OF LOWERY A. REESE, WATCHMAN, BUREAU OF ENGRAVING AND PRINTING.

### SALARIES OF WATCHMEN.

- Senator BRYAN. What bureau or department are you in?
- Mr. REESE. The Bureau of Engraving and Printing.
- Mr. Chairman and gentlemen of the Appropriations Committee of the Senate, I am chairman of the legislative committee of the Watchmen's Federal Union. Our union was formed for the purpose

of informing the legislative and judicial bodies of the lawmakers of our Nation of the real condition existing among the watchmen in the various departments of the Government, trusting when these conditions are properly placed before you that you will give us the relief for which we so much stand in need of. We are, most of us, taxpayers from the different States and have votes in our respective States. We feel that we are and have been discriminated against inasmuch as most all Government employees have 30 days' annual leave, holidays, and half holidays, including Sundays, making 96 days in each year, while the watchmen have only 56 days in the Bureau of Engraving and most other departments—annual leave of 30 days, 10 Sundays, 8 holidays, and 14 half holidays. Were we to be excused, like most other employees of Government departments, on Sundays we would only get 4 days' leave in the entire year. Under existing circumstances we work 40 more days in the year than most other employees. If we were paid at the same rate per day that we now get, it would be approximately \$80 additional salary per year, and we feel that we are justly entitled to the pay for these extra days. We work more than most other employees of the departments, and I am reliably informed that some other departments do not grant the watchmen even this much leave.

Mr. Chairman, the watchmen upon the inadequate salary of \$60 per month are supposed to feed themselves and families, pay house rent, doctor bills, gas and coal bills, car fare, church expenses, life insurance, and educate their children. No man living upon the earth can feed himself, wife, and five children on nutritious food so essential toward the building up of the manhood and the womanhood of the Nation on such a meager salary. To our minds the greatest asset of a nation is a strong, sturdy, patriotic citizenship. This can only be brought about by a contented people paid a living wage. We believe that you, the great lawmakers of one of the greatest, if not the greatest and richest, nation under the sun have not had the time nor the opportunity to investigate the real existing conditions under which the lower paid employees labor. Looking over my ledger of the month of January, 1906, I find I paid for food and other commodities the following prices: Potatoes, \$1.50 per barrel; apples, \$2.50 per barrel; flour, \$5 per barrel for first grade; beans, \$2 per bushel; sugar, in 5-pound lots, 5 cents per pound; breakfast bacon, 16 cents per pound; bacon, 12 cents per pound; lard, in 5-pound cans, 10 cents per pound; eggs, 35 cents per dozen; butter, 35 cents per pound; coal, \$6 per ton; and house rent, \$18 per month. Compare this with the following prices which I now have to pay. I pay for potatoes \$4.50 per barrel; by retail, 50 cents per peck; apples, \$3.50 to \$6 per barrel, according to grade; flour, \$10 to \$12 per barrel, according to grade; beans, \$7 per bushel, or 25 cents per quart at retail; breakfast bacon, 32 cents per pound; bacon, 22 cents per pound; lard, 22 cents per pound; butter, 50 cents per pound; eggs, 58 cents per dozen; sugar, 8 cents per pound; house rent, \$25.50 per month; and coal, \$8.50 per ton. Every conceivable thing we have to purchase has increased enormously in price, and unless we get an increase in salary commensurate with the increasing cost of living the poorer paid employees of the Government will have to be helped by charitable institutions.

Now, Mr. Chairman and gentlemen of the Appropriations Committee of the Senate, if you will add a substantial increase in addition to the bill passed by the House, it would be like a spring of water in a thirsty land, and it would enable the poorly paid Government employees who are burdened with debts to pay their obligations and hold up their heads like honest American citizens.

We thank you, Mr. Chairman and gentlemen of the committee, for your kindness in allowing us to present these facts for your consideration.

Senator BRYAN. Now, I want to ask you one or two questions.

Mr. REESE. Yes.

Senator BRYAN. You are in the Bureau of Engraving?

Mr. REESE. The Bureau of Engraving; yes, sir.

Senator BRYAN. What position do you occupy there?

Mr. REESE. I am a watchman.

Senator BRYAN. What is your salary?

Mr. REESE. \$720 per year.

Senator BRYAN. There are 60 watchmen in the bureau?

Mr. REESE. Sixty watchmen in the bureau.

Senator BRYAN. I see that the estimate made by the department for the salary of these watchmen was \$840.

Mr. REESE. Yes.

Senator BRYAN. You say you do not now have the same holidays as others?

Mr. REESE. No, sir; we do not.

Senator BRYAN. Will you state how much holiday you are allowed? Take your case; how much holiday are you allowed?

Mr. REESE. I am allowed 55 days, and sometimes 56, because we sometimes have an extra holiday.

Senator BRYAN. Is that true of all the watchmen there?

Mr. REESE. That is true of all the watchmen in that bureau.

Senator BRYAN. How much additional time do the men in the higher grades receive?

Mr. REESE. Now, remember, in my case this is inclusive of Sundays, you know.

Senator BRYAN. If you took out Sundays there would be only four holidays you would have?

Mr. REESE. Yes. If you took out Sundays, that would reduce them just 52 days.

Senator BRYAN. Taking out the Sundays, how much would that leave for those in the higher grades?

Mr. REESE. They have 96 days per year; that is including the Sundays.

Senator BRYAN. That gives them 96 days, you say?

Mr. REESE. Yes.

Senator BRYAN. Taking out 52 days leaves them 44 days?

Mr. REESE. Well, whatever it is.

Senator BRYAN. While you have only four days left?

Mr. REESE. Yes. Now, you know——

Senator BRYAN. I understand you do not get Sundays?

Mr. REESE. Yes. If you will remember, in my estimate I made this statement, that we get 30 days' annual leave, 10 Sundays, and the holidays, 7 or 8, and then half-holidays, whatever they may be,

which runs it up to 56 days. That is what is in my estimate, there; so that we are supposed to be getting those 10 days.

Senator BRYAN. Do you have 30 days' holiday?

Mr. REESE. Yes; and we have 10 Sundays.

Senator BRYAN. You must have more than four days, then, including Sundays?

Mr. REESE. Well, yes; I would imagine those 10—

Senator BRYAN. You get the 30 days? You do not count the Sundays in that, do you?

Mr. REESE. Yes.

Senator BRYAN. Then you must have more than 56 days.

Mr. REESE. If you give us 30 days, and then 10 days off for Sundays, and the holidays, whatever they may be—

Mr. FOGELGREN. May I make a correction there? We have 30 days' leave. Those Sundays count in there.

Senator BRYAN. How can you get it down to 4 days, if you have 30 days' leave of absence every year? That would leave you 30 days' leave of absence. How do you reduce that to 4 days? I want to get this straight in the record.

Mr. REESE. Yes; that is what you want. What I was figuring was, if we were to get our Sundays off like others. That is what I meant to imply there, that if we were to get our Sundays off like the others, there are 52 Sundays in the year, and the way we are now receiving our holidays and our leave, that would allow us only 4 days; that is, if we were to get the Sundays off like the other employees do.

Senator BRYAN. I see your point. You have to work on Sundays, and they do not, and that is the only difference.

Mr. REESE. That is the difference.

Senator BRYAN. That is the only difference in it?

Mr. REESE. Yes; that is the difference. We work so many more Sundays than they do.

Senator BRYAN. I see it now.

Senator ROBINSON. Are you suggesting an amendment?

Mr. REESE. No, sir; I am not suggesting an amendment.

Senator BRYAN. There is an estimate for \$840, and they would like to get that. As I understand, you are speaking not only for the watchmen in the Bureau of Engraving and Printing but for these watchmen in all the departments?

Mr. REESE. In all the departments; yes, sir.

Senator ROBINSON. There is an amendment, is there not?

Senator BRYAN. Yes; only this one applies only in this particular case and in this particular bureau.

Does anyone else want to be heard?

#### STATEMENT OF J. D. NELSON.

Mr. NELSON. I am from the Bureau of Engraving and Printing.

Senator BRYAN. What is your position?

Mr. NELSON. I am a watchman; and I want to state that on the 30th of a month that I receive I have not been able to buy my wife a dress or myself a suit of clothes in over 12 months. I have been here now over 12 months. After buying my provisions and my fuel and paying house rent I have nothing left.

Senator BRYAN. Yes.

Mr. NELSON. I have two children that are very near ready for high school, and I do not see how I am to get by if I do not get something better. I would be very much obliged to the Senate if they would give us this.

(At 12.10 o'clock p. m. the subcommittee took a recess until 2.30 p. m.)

#### AFTERNOON SESSION.

The subcommittee met at 2.30 o'clock p. m.

Present: Senators Martin (chairman), Overman, Bryan, Robinson, and Smoot.

#### INDIAN OFFICE.

#### STATEMENT OF MR. EDGAR B. MERITT, ASSISTANT COMMISSIONER OF INDIAN AFFAIRS.

Mr. MERITT. I represent the Indian Bureau, Mr. Chairman.

The CHAIRMAN. Let me suggest, before you begin, that I hope you will not repeat anything that you said before the House Committee. Anything that you did not say there we will be glad to hear, but if anything is said twice we are less likely to read it at all, so do not repeat. If you want to supplement what you said there in any way, we will be glad to hear you.

Mr. MERITT. I will be glad to comply with that wish, Senator.

#### FORESTER.

The House allowed us our estimates, with the exception of one position, a forester at \$3,000.

The CHAIRMAN. That is a new provision?

Mr. MERITT. No, sir; that is a provision that has been carried in the bill for two or three years. In the annual estimates we had a reduction of the salary of this position from \$3,000 to \$2,500, and the House omitted the provision entirely. We would like to have this position restored in the bill at the salary placed at \$2,500.

Senator SMOOT. You made that statement before the House Committee, and the reasons were given there?

Mr. MERITT. Yes; otherwise we are satisfied with the amounts allowed by the House.

#### PENSION OFFICE.

#### STATEMENT OF EDWARD C. TIEMAN, DEPUTY COMMISSIONER OF PENSIONS.

#### FIELD EXAMINERS.

Mr. TIEMAN. In our estimates we asked for an appropriation of \$110,000 for field examinations. The House committee gave us the amount appropriated last year, \$80,000. We are asking an increase for two reasons, which I will state briefly. The first is that under the so-called Ashbrook widows' pension law, the act of September, 1916, we are having claims made which in the end are going to



necessitate very extended field examinations. Those are the claims of remarried widows, many of which date back, and have marital relations in the untangling of which there is going to be necessary a great amount of work. In order to carry out that work and properly protect the interests of the Government it is going to be necessary for us to carry out a more extended field work, and to provide for a more extended field service.

The other purpose in our minds is the hope that we might be enabled by having an increased appropriation to pay our field examiners, or allow to them, a \$4 per diem instead of \$3, the amount now allowed. This would conform to the allowance in other departments of the Government.

Senator SMOOT. Your estimate of \$110,000 included the per diem of \$4?

Mr. TIEMAN. Yes.

Senator SMOOT. And that would cover also the practical work made necessary on the Ashbrook widows' pension law?

#### FILLING VACANCIES IN CLERICAL FORCE.

Mr. TIEMAN. Yes. The other item, gentlemen, is that we would ask you again to remove from us the limitation of 25 per cent placed upon us in the matter of promotions and appointments in the bureau when vacancies occur. Under the law as it now exists we can fill only 25 per cent, either by promotion or appointment, of the vacancies occurring in the bureau in any certain grade. In order to fill a vacancy in the \$1,800 grade we must have four \$1,800 vacancies all the way down the line. You were good enough a year ago to strike out that limitation, but it was put back in conference, and it is there now. Our necessities there by reason of this act of September, 1916, are greater than they ever were before, because of the increased amount of work in the bureau.

Senator OVERMAN. Was this stated in the House committee?

Mr. TIEMAN. No; not to any extent. This is entirely supplementary. I am asking it again because I feel like I have had some tentative assurance that makes me believe they would take a little different view of it if it was submitted again.

Senator SMOOT. They defeated it in the Senate also. I made the fight there for you, and they defeated it in the Senate.

Mr. TIEMAN. I am confident, from the showing made in the Record, that the matter was not fully understood.

Senator SMOOT. I am afraid it was.

Mr. TIEMAN. You may remember that discussion.

Senator OVERMAN. You and I discussed it.

Senator SMOOT. Yes.

Senator OVERMAN. Perhaps he refers to me as not having understood it.

Mr. TIEMAN. The Ashbrook law has resulted in 180,000 claims for increase being filed in the bureau, 132,000 of which have already been disposed of, and 37,000 original claims, which are now pending.

Senator OVERMAN. We had some evidence here that some gentleman who represents the efficiency board of the department says that if you have 25 men in this room——

Mr. TIEMAN. Yes; I read that.

Senator OVERMAN. You can let them all out and get 5 men who will do better and more efficient work than the 25 men.

Mr. TIEMAN. Of course, we are not to blame, because we have a great many people and a good many old people from the back days, and consequently they are not efficient. We are not to blame for that. We have a great many inefficient ones.

Senator SMOOT. No more than any of the other bureaus.

Mr. TIEMAN. And it is absolutely imperative that we make some appointments in the bureau. Out of 23 vacancies that have occurred this year we have been able to make the appointment of one messenger boy at \$400 a year.

The CHAIRMAN. This is just for the promotion of the people that you have there, is it not?

Mr. TIEMAN. No, sir; we want to bring in some other people.

Senator ROBINSON. They want to be able to make appointments.

Senator SMOOT. They can not make an appointment until four vacancies occur in a grade.

Senator OVERMAN. The idea in the House was that you had too many people there and that you had better get rid of them in this way.

The CHAIRMAN. I think we understand that. Is there anything else?

Mr. TIEMAN. No, sir.

Senator SMOOT. I will say this, that I am in full sympathy with you.

Mr. TIEMAN. Our necessities are greater now, because, as was stated a moment ago, we have 37,000 new claims that have been filed there under the Ashbrook bill, an absolutely new bill.

The CHAIRMAN. Without going into what you are asking, I think all you people in the departments ought to realize that it looks like there would be a wrecking of the Government by increased expenditures. There is a \$300,000,000 shortage this year, and where we are going to get it I do not know. Whenever there is any suggestion of taxing anything we are flooded with delegations protesting, and we can not pay these things unless we get some money to do it with. When we got to a \$1,000,000,000 Congress a few years back the country held up its hands in holy horror, but now we have nearly doubled that. The first estimate that came in was for \$1,600,000,000. I can now hardly walk through the halls of the Capitol without being asked to do things that are not embraced in these estimates.

Mr. TIEMAN. Here is the situation. The Congress has passed this new pension legislation which imposes upon us this work. Under this legislative provision, as to filling 25 per cent of the vacancies, our force is being depleted all the time. It must be remembered that we have 100 old people there whose efficiency is nil, and under this limitation we must have four vacancies in a given grade before we can make a single appointment. If you were to come down to the Pension Office to-morrow, or anybody interested in a claim, and you wanted to draw the papers in a case, the probabilities are that we would have to ask you for 15 minutes at least before we could find a messenger boy to go and look for the papers. We are just in that condition. This work has been imposed upon us by Congress, and it is a handicap to us, and it is not an additional cost, because those vacancies are caused by deaths, and there

have been 23 vacancies in the bureau, and we have not been able to make a single appointment.

Senator SMOOT. We reduced them last year how many, by that?

Mr. TIEMAN. Seventy-odd.

Senator OVERMAN. How many vacancies did you say you had had this year?

Mr. TIEMAN. Twenty-three. We are simply asking that you permit us to fill such of the vacancies as the work of our office absolutely requires us to fill.

Senator OVERMAN. You got rid under this law of ninety-odd in the last two years?

Mr. TIEMAN. Yes. There are 23 this year, I think, Senator.

Senator OVERMAN. So that the number has been reduced, in two years, 93?

Mr. TIEMAN. Yes.

Senator OVERMAN. You did not ask for any additional clerks, but you just asked to be allowed to fill vacancies?

Mr. TIEMAN. Yes; that you would strike out this limitation. That limitation is in lines 4 to 14 on page 94 of the bill.

Senator ROBINSON. Of course, if that process went on, in a few years they would not have any clerks there at all?

Mr. TIEMAN. The trouble is, our clerks are growing old, and as these vacancies occur it depletes our force just that much, and we are left with the old people there and can not bring in any new ones.

## PATENT OFFICE.

### STATEMENT OF THOMAS EWING, COMMISSIONER OF PATENTS.

Mr. EWING. I find some embarrassment in Senator Martin's suggestion that I am not to repeat anything I said before the House committee, because the House committee did not give me anything that I asked at all.

The CHAIRMAN. If you gave your views there, you can not increase their force any by repeating them here. It is all explained there, and we can read that.

Senator ROBINSON. Is there anything there you especially wish to emphasize?

Mr. EWING. Yes; there is. I have been in the Patent Office three years and have given it very careful study, and know the needs of the office, and I would like to have a hearing on it.

The CHAIRMAN. We are willing to give you a hearing, but we are not willing to have you just repeat over the things that you said before the House committee. We have not the time for that.

## CLERICAL FORCE.

Mr. EWING. Then I will state that if we were to get the increases of 5 and 10 per cent proposed—10 per cent up to \$1,200 and 5 per cent up to \$1,800—that is to my mind not at all a scientific way to treat the needs of our office.

Senator SMOOT. We all know that.

Mr. EWING. And I would like to suggest that if I got all of the increases in salary and personnel of the clerical force that I asked for

it would amount to a little over \$5,000 beyond what the House made on that blanket arrangement, and, as for that \$5,000, I have asked for 13 additional clerks at \$1,400 a year, and I would be willing to accept 9 of those clerks at \$1,400 a year, which would reduce it to less than the House has allowed, and yet would put the corps in a much more scientific form and give us higher places and give us a better chance for promotion and enable us to keep people there who are getting away by transfer and would enable us to handle the business better.

Senator ROBINSON. Have you prepared the language necessary to make that amendment?

Mr. EWING. It would be following the estimate exactly as we made it.

Senator ROBINSON. I thought you were suggesting now supplemental matter.

Mr. EWING. No; there is one place in the estimates where we asked for 13 additional clerks at \$1,400, and that would be reducing that to 9 of those clerks at \$1,400, and we would still bring our estimates for clerical force solely within the amount that the House has allowed and striking out the 5 and 10 per cent increases.

Senator SMOOT. How about the employees who would not be advanced at all; would they be satisfied when the clerks in all the other departments, if these increases are adopted, are receiving the increases?

Mr. EWING. Without doubt those clerks affected by those increases would be very much disappointed. On the other hand, the chance of keeping important men who can do the serious work would be so far increased that there is no comparison.

Senator SMOOT. I have no doubt that this is the best way to proceed, and if it were a private concern, they would proceed this way.

Senator BRYAN. On page 95 of the bill, in the extract from the House hearings, it shows that the net increase of employees would be 60.

Mr. EWING. Yes.

Senator BRYAN. And that there would be a net increase of \$196,920.

Mr. EWING. Yes; but I was distinguishing between the clerical force and the examining corps in the statement that I made a moment ago. The statement that I made was about the clerical force, and I have the items here which I can give you.

Senator BRYAN. I can get at it in another way.

Mr. EWING. Yes.

Senator BRYAN. What would be the increase under the 5 and 10 per cent provision?

Mr. EWING. In the clerical force?

Senator BRYAN. Yes.

Mr. EWING. It would be \$39,724. The increases that I am asking for in the clerical force, the increases in salary and position both, would be \$45,020.

Senator BRYAN. How many additional clerks would that give you?

Mr. EWING. That gives us a net increase of two in the clerical force.

Senator SMOOT. That is over and above what the House allowed you?

Mr. EWING. Over and above what we now have. It is the distribution of salaries that makes the difference.

Senator BRYAN. Then, as I understand, this list over here is not new positions altogether, but it is for increases of salaries, as you think they ought to be, in your bureau?

Mr. EWING. It would enable us to keep the people there who are the important people, and enable us to do the difficult work, instead of having those people get out and go into private work or into other departments.

Senator BRYAN. And you would make this arrangement instead of having this blanket increase?

Mr. EWING. Yes; instead of the blanket increase.

Senator SMOOT. Instead of asking for an increase of 60 with a net cost of \$196,920, why did you not estimate it the way you wanted it, and let the House act upon that?

Mr. EWING. Well, but I did estimate it the way I wanted it; and the House, instead of acting on that, made this 5 and 10 per cent increase.

Senator SMOOT. As I understand it, these were your estimates here, and they were omitted by the House.

Senator BRYAN. Yes; in other words, it would appear that the House left out \$196,920.

Mr. EWING. What I want to make plain is that the House did not allow me one single thing that I asked for; not one single thing. Then, instead of that, they increased the present appropriation by increasing the salaries below \$1,200 10 per cent, and above, 5 per cent.

Senator SMOOT. I see what you are getting at; but what I was trying to arrive at is this: You have a plan there now to make your department more efficient?

Mr. EWING. Yes.

Senator SMOOT. Which I believe is absolutely correct. It is on a business principle that every business house would follow. But that plan is not in conformity with the estimates you submitted to the Secretary.

Mr. EWING. Yes; it is. It is right here. If you take the items that I have suggested that apply to the clerical force, right in here, and adopt them instead of the 5 and 10 per cent increases, it comes to just what I said, \$45,020.

Senator SMOOT. No; what I mean is this—

Mr. EWING. I did not catch it, then.

Senator SMOOT. Your estimate to the Secretary of the Interior showed that there was a net increase in the clerical force of the Patent Office of 60.

Mr. EWING. No; because that is including the examining corps. The big increase is in the examining corps. The net increase in the clerical force is only two.

Senator SMOOT. Then, this does not show—

Mr. EWING. The net increase in the examining corps is 58. I have asked two additional law examiners. I have asked for a new examiner of interferences and 55 assistant examiners. But the net increase in the clerical force is 2.

Senator SMOOT. This certainly means that this is an increase of \$196,920.



Mr. EWING. That is mainly in the examining corps which I wish to discuss as a separate matter.

Senator SMOOT. Then all that you are talking about now is the clerical force?

Mr. EWING. Yes; that is all I am speaking of now.

Now, if you want to know what changes were made in these estimates to reduce the increase in the clerical force so that it will be less than the House gave me on that blanket arrangement, take that list of 13 clerks of class 2 at \$1,400 and reduce the number to 9, and if you gave me everything else I asked in the clerical force you would be giving me less than the House gave me, in money, and I would have, I think, a much better arrangement.

Senator SMOOT. We could not go to work and allow this, and then, if the House provision was agreed to by the Senate for the 5 and 10 per cent increases, limit your department.

Mr. EWING. Well, I do not know. The truth of the matter is—

The CHAIRMAN. They gave you just what you had last year, and then you would have the increases of 5 and 10 per cent?

Mr. EWING. The House committee did not give me one thing I asked for, with a view to making it possible to keep in the bureau men who are of sufficient capacity to handle the enormously difficult business of that bureau, which is not the fact at the present time.

The CHAIRMAN. I think we have your views.

#### ADDITIONAL EXAMINERS.

Mr. EWING. That is only one thing. The point I wanted to discuss in some detail is the examining corps. We are doing a very large amount of work in the office in the way of supervision of the 43 different divisions, working from the commissioner's office through trained men, to unify the practice of the 43 different divisions of that office so that, instead of having 43 different patent offices, we will have 1. The men who are engaged in the work are all completely occupied. I have asked for two more law examiners at \$2,750 a year each. I would like to have them given \$3,000; I asked for two more. I did not get them. They are of very great importance to the office, and I want to ask that that be considered.

I want to point out that in the last four years the appellate work which the commissioner has to attend to has increased 42 per cent. Four thousand four hundred and fifty-one cases came up on one point or another to the commissioner's desk during the past year. It is physically impossible for three men to dispose of 1,500 cases each year unless there is adequate force there to assort the cases, to go over the points, and submit them in an intelligent way, so that when it comes to making the decision you can have the facts well before you. These men have to help dispose of that enormous amount of work and other work as well, supervising the work of the office.

Senator SMOOT. We gave you two last year. We gave you an examiner of trade-marks.

Senator OVERMAN. What was the provision which passed the Senate and became a law, and we had to provide for in the last bill? I opposed it for some time. Was not that for these examiners?



Mr. EWING. There was an increase in the number in the higher grades of assistant examiners and a decrease in the lower grades, and altogether a net increase of 15 men. For instance, there was an increase in the number of members of the board of examiners in chief by two. But the board has nothing to do with this work that I am talking about, and those five men in place of the three are all of them fully occupied. This work was not being done as it ought to be done by the three examiners in chief and could not be. But that is an entirely different matter. What I was speaking of here are matters that come to the commissioner.

Senator SMOOT. These were examiners in chief?

Mr. EWING. Yes. The matters that I am talking about come to the commissioner from the examiners in chief, or by petition from the examiners to the commissioner; and then there is the entire supervising of the office, which is utterly impossible for one man to do, and I am trying to get a body of trained men who can assist the commissioner in all that enormously difficult work, and I know absolutely that we need two more men there, and I want to get them. I asked the House, and I got nothing.

Now, as to the examiners of interferences, I wish to call attention to the fact that this year there were 507 interferences more than there were last year. This year there are 1,888. This was not stated to the House committee, because I did not have the final figures for this year. One thousand eight hundred and eighty-eight interferences were established in the offices as against 1,381 last year. There are 356 this year over the average of the last four years. That means that the examiner of interferences is being simply snowed under. We have a clear line of division between the work of interferences in patents, and the work of interferences in trade-marks. I want another examiner of interferences who will devote himself to trade-mark work.

Senator SMOOT. I thought we gave you that.

Mr. EWING. No; you gave an assistant examiner for the trade-mark division, which examines registration, but does not have anything to do with interferences.

Senator SMOOT. I know that you asked for it, and I thought it was a very reasonable request.

The CHAIRMAN. Is there anything else?

Mr. EWING. Yes; there are several more points, Mr. Chairman. In the trade-marks and designs division, which examines the cases aside from the interferences, simply determining whether the registration shall be made or not, there was an increase in the last six years of 39 per cent in the number of applications.

Senator OVERMAN. What were your revenues this year?

Mr. EWING. Last year our surplus was \$288,000. This year it will be less, but I have not the final figures. Our surplus above all the appropriations last year was \$288,000.

Senator OVERMAN. How much less will it be this year?

Mr. EWING. It will be less this year, because, while the increase in the revenue has been about \$59,000, the increase in the expense has amounted to about \$150,000. We will fall more than \$100,000 below our surplus of last year. In other words, the surplus will be somewhere in the neighborhood of \$175,000 this year.

This trade-mark and designs work has been increasing for the last five or six years, and we have had just one new man. That was the man you gave us last year. The work is of very great importance, because it involves rights all over the world wherever trade-marks may be registered, and it is not, in my judgment, being handled as the work requires, at all, and I have asked that that force be increased by five men—one assistant and four second assistants. I think we ought to have some help in that direction.

#### RECLASSIFICATION OF PATENTS.

The very heavy increase that I have asked is in the examining corps. I have asked for 50 assistants—25 first assistants, at \$2,400 each, and 25 second assistants, at \$2,100 each. The total amount for them is \$112,500. That is for the purpose of completing the reclassification of our patents. We have 1,200,000 patents that have been granted. The classification that existed prior to 1897 was shown to be inadequate; I mean the method of grouping the different patents in classes so that searches could be made. It developed that that was inadequate because of the great growth in the number of patents. They started in 1897 to reclassify. It is now 19 years, and they are not half through with the reclassification, and the classes are in a muddle—I mean the searching work of the office is in a muddle—because of the fact that the classification is not finished; and at the present rate, with the number of men who can be assigned from the examining corps for that purpose, the reclassification will not be completed in 30 years. A more absurd way of handling a great and important piece of business that affects every business interest in this country than that classification I never saw in my life or heard of. The only way in which it can be done scientifically and promptly is to create a force for that purpose. If we take people from our examining corps we will simply have to stop examining, and we have now more work than we can possibly handle.

The CHAIRMAN. Where would you get them?

Mr. EWING. Through the Civil Service Commission. These men that would be put on classification would be taken right out of our corps, but we would fill their places with new men. Classification is one of the most difficult of all of the branches of the work that we have to do. What I would do is to put one assistant in each of the 43 examining divisions, who should devote himself to the reclassification in that division, in cooperation with the examiner and the assistants who are using the classes all the time, and then have a sufficient group of men working with Mr. Sewall, the examining classification, to see that their work is coordinated, and then have a sufficient clerical force, which I have asked for in my clerical estimate, to copy their lists, and things of that sort. With that force we can complete that work in five or six years. It can be done that rapidly, and it is a shame that the classes should be in the condition that they are now in. It means that we are constantly making searches that are incomplete; it means that we are constantly sending out patents that ought not to be sent out; it means that the business interests in every line of the business in the country are constantly disturbed by our decisions on the matters of patents; and that

is the condition in which the office is to-day. I laid all that before the House committee. I have stated it very much briefly before you gentlemen, but I laid it before the House committee, and I got nothing, and I consider it altogether the most important matter that there is in the Patent Office to-day. It is a thing that absolutely ought to be done.

The CHAIRMAN. Do you realize that if we put it in it will be met by the House with the statement, "Well, then, we will have no bill"? They are not going to do it. That is just what Mr. Fitzgerald will tell us upon coming into the room. "We have considered it, and are not going to do it. You will have no bill."

Mr. EWING. There have been conferences with Mr. Fitzgerald since the thing happened to me in the House, and I think Mr. Fitzgerald will not look at it in that way. I wish to say that these things all take some time to organize. If the committee should say, "You are asking too much; we will give you part this year and a part another year, and it will take some little time to organize," I should say that was the proper business way to handle it. I think that thing ought to be done, and that is what we need, and if you would give me one-third of it, or one-half of it, it would be perhaps as much as we could digest in one year; but that it should be ignored I think is absolutely improper.

The CHAIRMAN. Now, what is next?

Mr. EWING. I wish to say that in what I have asked in the clerical reorganization, I have taken into account the fact that we will assign 10 of the better class of clerks to the work of this classification division. If I am allowed any of those 50 assistant examiners for classification, I ought to have a proportionate number of those 10 clerks. If you allow me half of the 50 men I should have 5 clerks, and if you allow me all of them I should have 10.

Senator SMOOT. Do I understand that if we gave you one-third of the assistant examiners you have asked you would also require one-third of the number of clerks?

Mr. EWING. I would also require one-third of the number of 10 clerks of which I am speaking.

Senator SMOOT. That is what I mean.

Mr. EWING. I am only asking 10 clerks for this specific business. I will put it this way: if you should give me one-half of these examiners then I would say reduce the number of the \$1,400 clerks from 13 to 8; that would give me the necessary number.

#### PURCHASE OF BOOKS.

There are two or three other little matters I want to call attention to. One is the purchase of books. The law previously read: "For the purchase of law, professional, scientific, and other reference books." For some reason or other the word "law" was left out, and the result is that the comptroller is raising the question whether we can buy any law books, and whether we will not have to pay ourselves for all those we have bought.

Senator BRYAN. Have you decided about that?

Mr. EWING. It has not been finally decided. They are considering it now.

Senator BRYAN. You want the word "law" put in there again?

Mr. EWING. We want to have it read as it did before—"law, professional, scientific, and other reference books."

TRANSPORTING PUBLICATIONS.

There is now charged against the item of \$3,000 a sum which varies from year to year, but averages about \$850, for transporting our publications, and we think that ought to be charged against our lithographing account and not against our library account.

Senator SMOOT. Are you compelled to pay for the transporting of these publications?

Mr. EWING. We take it out of our liberty account, which is only \$3,000, and it is not at all adequate.

Senator SMOOT. It is just as well to leave it where it is, is it not, and pay it out of that account, if we increase that amount?

Mr. EWING. Yes; if you increased it to, say, \$4,000. But I think also that I would suggest that we be permitted to expend the unexpended balance in the amount of \$3,000 each year; because it is small, anyhow, and it is a good deal of trouble to carry it through the year, and I think if we could have that language made "for the purchase of law, professional, scientific, and other reference books, together with the unexpended balance for the fiscal year 1917," it would help us a great deal in that respect. We have had a small balance every year, and it has involved a great deal of trouble.

TEMPORARY TYPEWRITER OPERATORS.

We have also asked for \$10,000 for temporary typewriters to keep our orders for certified copies up to date.

Senator SMOOT. We put that in last year.

Mr. EWING. You put that in last year, and the House took it out. The same reasons exist now as existed then for that, and I should like to ask you to reconsider that.

The CHAIRMAN. Is that all?

Mr. EWING. There is one other item I want to speak of. We have six general clerical divisions. We want to establish another clerical division, the division of applications, and that involves one chief of division at \$2,000. We asked for \$2,250. I would like to call special attention to that item.

Senator ROBINSON. Was that in the estimates, Mr. Ewing?

Mr. EWING. Yes; that is in the estimates.

GENERAL LAND OFFICE.

STATEMENT OF CLAY TALLMAN, COMMISSIONER OF THE GENERAL LAND OFFICE.

Mr. TALLMAN. Mr. Chairman, I represent the Land Office. So far as concerns the estimates submitted there is not anything that I could say now that would not be more or less a repetition of what I said before the House Committee. I have written you a letter which I suppose is here, in which I have called special attention to the

things recommended in the estimates which the House failed to approve, and anything that I could say now with reference to those items would be necessarily very largely a repetition. There are one or two estimates which, if I might be permitted, I would like just a moment to call attention to.

The CHAIRMAN. You have written a letter to me dated December 16, 1916. That is the letter you refer to?

Mr. TALLMAN. Yes.

The CHAIRMAN. We will insert that letter in the record.  
(The letter referred to is as follows:)

DEPARTMENT OF THE INTERIOR,  
GENERAL LAND OFFICE,  
Washington, December 16, 1916.

HON. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,  
United States Senate.*

MY DEAR SENATOR: Permit me to invite the attention of yourself and your committee to certain items affecting the General Land Office Service in the legislative appropriation bill as same has been reported by the House Committee, as compared with the recommendations contained in the estimates. The estimates were made only after the most careful consideration of the needs of the service, and the fact that in my judgment some of the items as contained in the estimates which the House Committee declined to approve are of vital importance to the best interest of the service to be rendered by this office is my reason for calling your attention to the matter.

In the first place the Committee on Appropriations did not provide for the 22 employees carried for several years on the roll maintained from deposits under the act of July 2, 1864 (13 Stat., 365). These employees will have to be dropped on June 30 next, unless the provision recommended is adopted, because there will be no moneys left in the fund created by the act of 1864 after that date. They are a part of the regular force of the General Land Office, and some of them have been in the service for a great many years. Several of them, as I stated to the House Committee on Appropriations, are expert examiners of surveys whose services could not be spared without causing the office to fall further in arrears on the examination of surveys, which work is now about five months in arrears with about 6,000,000 acres of such surveys unexamined. This arrearage is not due to a decrease of the work performed by this office but rather to a very large increase in the amount of field surveys that under the existing systems are being prosecuted and accomplished, such surveys now aggregating more than a million acres per month on the average.

With respect to the appropriation for clerk hire and contingent expenses in the offices of surveyors general, this office, after careful investigation of the needs of this branch of the service, recommended certain reductions and certain increases, and the House committee adopted all of the reductions but none of the increases. Particular attention is called to the following:

Alaska: Clerk hire, increase from \$10,000 to \$15,000; contingent expenses from \$2,500 to \$3,000.

Arizona: Clerk hire, increase from \$13,000 to \$16,500.

Idaho: Clerk hire, increase from \$16,000 to \$17,572.

Nevada: Clerk hire, increase from \$10,000 to \$12,000, and contingent expenses from \$400 to \$750.

New Mexico: Clerk hire, increase from \$18,000 to \$18,560.

Washington: Clerk hire, increase from \$8,000 to \$11,060.

Without going into details, suffice it to say that after the most careful examination of all data and information available in this office the increases above indicated were deemed necessary to keep the work of the respective offices mentioned current and meet the public needs. It is particularly necessary that the increase recommended for Alaska be allowed for the reason that the allotment for field work of surveys in that Territory has been doubled for this year and will probably be doubled for next year, necessarily resulting in a corresponding increase in the amount of business turned into the office of the surveyor general. Likewise the increase for clerks in the Arizona office is to



able the office to carry on the work that has been and is being turned into as a result of a largely increased amount of fieldwork in that State. The increase in Nevada is necessitated by reason of the fact that heretofore several clerks in that office have been paid from railroad deposits; that work now being completed, it is necessary to transfer these clerks to the regular appropriation, and the regular surveys in that State are such as to render it advisable to retain these clerks in the office. Much the same situation exists in the State of Washington. The other increases above mentioned, though smaller and of not so much importance, are nevertheless considered necessary. It will be noted that the aggregate appropriations for clerk hire in offices of surveyors general for the current year (Estimates, pp. 106 to 113) is \$174,340, whereas the aggregate contained in the House bill is \$169,850.

Attention is also called to the fact that the estimates again recommend consolidation of all the appropriations for the support of offices of surveyors general into a single appropriation.

The estimates also contained recommendations for an increase of \$2,500 in the item of expenses of inspectors of the General Land Office (Estimates, p. 98), \$920 for the purchase of law books and books of reference (Estimates, same page), and of \$3,000 to meet the needs of the current files (Estimates, p. 99). These items, while not so important as the others mentioned, are nevertheless considered necessary and reasonable.

I shall be pleased to appear before your committee in connection with these items if you shall consider that course advisable.

Very truly, yours,

CLAY TALLMAN.

#### ENFORCEMENT OF HOMESTEAD LAWS.

Mr. TALLMAN. The principal purpose for which I am appearing before you to-day is to call attention to an act of Congress that has been approved by the President subsequent to the making of the estimates and subsequent to my letter to you, namely, the grazing homestead law. Very naturally we made no provision for any additional work resulting from that law in the estimates. I do not know, of course, whether your committee would care to take up and consider this matter on this bill. If not, I have nothing further to say.

Senator SMOOT. Have you not some money that you can use to go on with those examinations we required?

Mr. TALLMAN. Oh, we will go on, just the best we can, of course.

Senator SMOOT. What I mean to say is, what would you require by additional appropriation so that you would fully administer that act?

Mr. TALLMAN. There would be, undoubtedly, a large increase in business. That business will have to be taken care of through our local land offices and through the Washington office. The law is more or less complicated, and the work required to handle a single entry will be much more under this act than under the ordinary homestead law.

Senator SMOOT. Only in the designation of the land would that occur.

Mr. TALLMAN. In the first place, the area for entry is doubled. That involves the examination and notation on the record of twice or four times as much land as under former laws. The law provides for an application to enter, accompanied by an application to designate. Now, the handling of the application to designate, prior to the allowance of the entry, requires just as much work as it does to act on the entry when it is finally allowed.



Senator SMOOT. I do not understand the law so, Mr. Commissioner. I understand that any citizen has a perfect right to make the application and with that application file the necessary affidavit, saying that that is the kind of land designated under the act.

Mr. TALLMAN. That is true.

Senator SMOOT. Then the question as to his right to enter this land will depend upon the examination made by the department as to whether the land is of the character named.

Mr. TALLMAN. Yes.

Senator SMOOT. It seems to me what you want is simply an increased force of examiners——

Mr. TALLMAN. Of the land?

Senator SMOOT. Of the land.

Mr. TALLMAN. Now, I am not looking at that feature of it at all at this time. That work will doubtless be done largely by the Geological Survey. It is the work in my office that I am directing attention to now.

Senator ROBINSON. Will an additional clerical force in your office here be required to make the entries required in connection with this?

Mr. TALLMAN. Undoubtedly.

Senator ROBINSON. How many additional clerks do you figure you will require?

Mr. TALLMAN. I made a rough estimate, from such data as is available, of 26 clerks.

Senator ROBINSON. Has there been any such diminution in the other work of the office in the last year or two as would make it possible for you to use other clerks for this work, or would you have to create a new force?

Mr. TALLMAN. Taking it on the whole, there has not been any diminution. Our own work during the last three years has materially increased. The field work has increased.

Senator SMOOT. Entries of land have increased?

Mr. TALLMAN. Original entries; and new business has increased for the last four years.

Respecting our part of the work on this designation, under the practice, under the enlarged-homestead law, a man makes his filing, and that segregates the land. We have to note that on the local office records and on our records just the same as if his entry was allowed. Then it goes to the survey. The matter of designating the land is disposed of. Then, if it is designated, we notify the local office, and then they allow the entry. Then it comes back, and we have to make another examination to see that the entry is properly allowed.

Senator SMOOT. I did everything I could to have that provision in section 2 struck out entirely. That ought to have been done.

Mr. TALLMAN. Yes. The new law provides for a complicated system of additional entries. It provides also for an absolute exchange giving up an old entry and taking a new one, making a reconveyance necessary, with examination of the abstract of title and all the other details generally connected with a lieu selection. I have prepared a little statement showing the necessity of additional help for the administration of this law.

Senator SMOOT. We would like to have you put that in the report.

DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE COMMISSIONER, GENERAL LAND OFFICE,  
*Washington, January 4, 1916.*

The following table shows the number of original homestead entries and the aggregate areas from 1909 to 1916, inclusive:

Year ending June 30—	Number.	Acreage.
1909.....	75,445	12,302,146.20
1910.....	98,598	18,329,115.62
1911.....	70,720	15,189,087.02
1912.....	52,991	11,246,298.89
1913.....	57,800	11,222,053.59
1914.....	61,229	12,117,087.50
1915.....	62,380	12,439,774.62
1916.....	65,262	13,628,107.03

It will be noted that the number of entries for 1909 was 75,445, whereas for the fiscal year 1910, following the enactment of the enlarged homestead law of 1909, original entries increased to 98,598, with an increase of over six million in acreage. It will further be noted that for every year since the three-year act of June 6, 1912, there has been an increase of original entries from 52,991 in 1912 to 65,262 in 1916, an increase of about 2,400,000 in acreage. This has been due in part to the more liberal conditions of the three-year law and doubtless, to a considerable extent, as a result of very extensive designations of lands to be entered under the enlarged homestead act during recent years.

The act of March 4, 1915, permitting the filing of petitions for designation along with applications to enter has very largely increased the work, because it requires just as much work to act on these petitions as it would to take action on an equal additional number of original homestead entries under the ordinary practice. There were over 14,000 such petitions filed during the fiscal year 1916.

The Kinkaid Act, allowing homestead entries for 640 acres each in Nebraska, became operative June 28, 1904. For the year ending June 30, 1904, there were 1,726 original homestead entries made in that State, covering an area of 1,310,712.56 acres; of this number, however, approximately 1,260 were made during the last three days of that year under the Kinkaid Act, leaving 3,466 entries as made under the old homestead law limiting each entry to 160 acres. The following year, during all of which the Kinkaid law was operative, the number of entries jumped to 10,736 and the area to 4,778,352.42 acres, the increase being a little more than 300 per cent in the number of entries made.

By reason of the three-year homestead law of June 6, 1912, the sundry civil appropriation act of August 24, 1912, made provision for additional clerks as follows: Eight at \$1,200 per annum, 8 at \$1,000 per annum, and 8 at \$900 per annum, but this additional appropriation was not continued for the following year.

This new grazing act will undoubtedly result in a tremendous increase of business because of its sweeping provisions and large territory to which it applies. Moreover, it must undoubtedly result in an increase in work far in excess of the proportionate increase in number of entries as compared with the ordinary homestead law. In the first place, it should be noted that it doubles the area, necessitating double the amount of work in making notations on and examining the tract records. In the next place, the law provides for the filing of petitions for designation along with the applications, which means that practically all the work of noting and examining tract books has to be done twice, once on the petition and then when the entry is allowed. It should be further noted that section 6 of the act provides for an exchange of lands, the entryman to relinquish his former entry entirely and take a new one. This means not only a cross-reference and cross-posting and examination, but also an examination of the record of the original entry proposed to be relinquished and of the reconveyance and abstract of title. It should be further noted that this act has a universal mineral reservation; therefore the surface of lands heretofore open to entry only under the mineral laws will be subject to the provisions of this act. The provisions of the act providing for various forms of additional entries and second entries all require examination of

the records as to the original entry in order to determine what the entry is entitled to. On the whole this act is not only bound to result in a large increase in number of original entries under it during the next few years but the terms and conditions of the act are such that each entry will require more time and attention than under other similar laws heretofore enacted.

Mr. TALLMAN. I have to suggest in this connection as an additional force which, it seems to me, would be necessary and proper: Four clerks at \$1,600 a year, six clerks at \$1,400, eight at \$1,200, and eight at \$1,000.

Senator BRYAN. Is that on account of the grazing and homestead law?

Mr. TALLMAN. Yes. That makes a total of 26 clerks, whose salaries aggregate \$32,400. I have here telegrams received the last two days from various local offices as to the activity under this law already.

#### ADDITIONAL CLERICAL ASSISTANCE.

I might say, as I have stated in my statement, that Congress did give a temporary increase of force for the homestead law of 24 clerks and that only operated to shorten the time when final proofs could come in. It did not add or provide a new method or class of entries at all.

The only 640-acre law which we have at the present time is that of Nebraska, known as the Kincaid Act, and the business in that State increased 300 per cent in the next year after that law was passed. This new act, of course, applies over the whole western country, and it is difficult to make any close estimate as to what is going to be the result, but I feel safe in saying that there is absolutely no doubt that there will be a very large increase, and it will be very unfortunate to have it congested in our office. We are in a fair condition, and with this extra help we can take it up and carry the work on and keep it up. Otherwise it will cause trouble. That is all I have to say.

The CHAIRMAN: It was presented to the House committee and rejected?

Mr. TALLMAN. No, sir; it was not presented to the House committee.

Senator ROBINSON. No; it was not presented, because the necessity for it has arisen since. Have you prepared the necessary items?

Mr. TALLMAN. I have simply this list of additional clerks to go under the law providing for the work, and I have read that into the record.

Senator BRYAN. Can you state how many employees you have in the General Land Office here?

Mr. TALLMAN. In this office?

Senator BRYAN. Yes.

Mr. TALLMAN. About 535, I think. I say that from memory.

Senator BRYAN. Can you state approximately what the increase in their salaries would amount to under the 5 and 10 per cent provision?

Mr. TALLMAN. I can not, Senator. I have not figured it.

Senator BRYAN. I notice in your estimates you ask for an increase of the salaries of 22 clerks, which would amount to \$25,500.

Mr. TALLMAN. That is true, in the place of an equivalent number of clerks we have already employed under another appropriation.

Senator SMOOT. Is that appropriation exhausted now?

**Mr. TALLMAN.** Yes.

**Senator BRYAN.** Section 7 of this act which provides for the 5 and 10 per cent increases, if I may refer to it in that way, would increase the salaries of all your clerks 5 or 10 per cent.

**Mr. TALLMAN.** Yes.

**Senator BRYAN.** Would that amount be more than the increase you have asked for?

**Senator SMOOT.** Oh, certainly it would.

**Senator ROBINSON.** Yes, it would; far more; if I may answer.

**Senator BRYAN.** If you know better than he does.

**Mr. TALLMAN.** Yes. I have not taken the trouble to figure it up. I am very sure it would.

**Senator BRYAN.** Which plan, in your opinion, is the best for your office, to have the salaries of the clerks raised in this blanket form, or to follow the plan you have had outlined in your estimates, and the recommendations?

**Mr. TALLMAN.** I have not thought about that, Senator, at all. No increases of salaries are recommended in our estimates. Unless the plan I have recommended is adopted, my force is going to be depleted 20 to 25 clerks.

**Senator BRYAN.** Yes.

**Mr. TALLMAN.** Which I do not feel we can lose. Considering simply the interests of the public business being conducted in my office it would be more advantageous to retain the services of those 20 clerks than to increase the salaries of those we would have left.

**Senator BRYAN.** When your estimates are being prepared do you not estimate increases for your clerical force, as you think ought to be done?

**Mr. TALLMAN.** Have I not, in this?

**Senator BRYAN.** Yes.

**Mr. TALLMAN.** No; I did not. There are no increases recommended.

**Senator BRYAN.** You are not in favor of any, then?

**Mr. TALLMAN.** Oh, no; I do not mean that, at all.

**Senator BRYAN.** Why did you not ask for them at all?

**Mr. TALLMAN.** Because it has not been the policy of our department—at least, so far as my bureau is concerned—to submit any estimates providing for increases of salaries.

**Senator BRYAN.** You are different from most of the departments.

**Mr. TALLMAN.** I submitted a comprehensive system a year ago of certain increases of salaries which I thought very necessary and essential for our bureau, and was later directed to take it out of the estimates. As a result, there are no increases submitted, although, on that subject, there is no question but what my bureau is an old bureau and the salaries were established many years ago; and if we go into the general question of necessities for increases of salaries, the Land Office is entitled to careful consideration.

**Senator BRYAN.** Is this the best way to go about it, or would it be better for you to make recommendations as to the increases of salaries in individual cases?

**Mr. TALLMAN.** I think I could work out a more satisfactory system of increases of salaries.

**Senator SMOOT.** And some decreases?

Mr. TALLMAN. Yes. A system that would be more conducive to the best interests of the bureau I represent, in the long run, than that blanket form of increase. Generally speaking, I think there should be some increase in minimum salaries to a living wage, otherwise there should be some increases in the higher salaries. In my bureau all of the salary that the average man can look forward to, no matter how competent he gets, if he stays there, is \$2,000 a year. We are adjudicating more important cases, in number and amount, than any court in the United States.

Senator BRYAN. Yes.

Mr. TALLMAN. And that is not a very large prize these days to hang up in front of a young man with any ambition if you want to keep him in the service; as a result, we are losing our best young men. If there were some higher salaries—increases among the better class of clerks—they would be more disposed to stay with us without a doubt.

The CHAIRMAN. Is there anything else?

Mr. TALLMAN. No.

The CHAIRMAN. We will next hear Dr. Claxton, of the Bureau of Education.

#### BUREAU OF EDUCATION.

#### STATEMENT OF PHILANDER P. CLAXTON, COMMISSIONER.

Mr. CLAXTON. Gentlemen, I directed to you on December 28 last a letter asking for seven salary amendments to the bill as it passed the House.

Senator OVERMAN. On what page is your bureau?

Mr. CLAXTON. Page 96. If the letter which was sent you may be incorporated in this hearing, what I have to say will be very brief, and only by way of emphasis, with one or two additions.

(The letter referred to is as follows:)

DEPARTMENT OF THE INTERIOR, BUREAU OF EDUCATION,  
Washington, December 28, 1916.

The honorable COMMITTEE ON APPROPRIATIONS,  
United States Senate.

GENTLEMEN: I am submitting herewith items which I wish to have included by the Senate Committee on Appropriations as amendments to that part of the legislative, executive, and judicial appropriation bill which makes appropriations for the support of the Bureau of Education and its work for the fiscal year ending June 30, 1918. These items which are given in more detail and with statements in justification on the sheets appended to this letter are as follows:

Assistant Commissioner of Education.....	\$4. 500
Increase in salary of chief clerk.....	500
Assistant specialist in higher education.....	3. 500
Increase in salary of editor.....	1, 000
Assistant editor.....	2, 200
Six clerks.....	8. 400
Increase in school and home gardening.....	2. 500

Total..... 22. 600

All these items are necessary for the efficiency of the work which this bureau is already doing. In only one instance, the provision for an assistant specialist in higher education, is any new work contemplated and that is more apparent than real as may be seen from the statement appended.

Respectfully submitted.

P. P. CLAXTON,  
Commissioner of Education.



*Assistant Commissioner of Education, \$4,500.*—The Bureau of Education is one of the very few bureaus, not more than half a dozen, I believe, in all the executive departments of the Federal Government, in which there is no assistant commissioner or chief. Although this bureau has been in existence nearly 50 years, there has never been an Assistant Commissioner of Education, neither there now a private secretary to the Commissioner of Education. At one time the commissioner had a private secretary, but this position was abolished many years ago.

Partially as the result of the lack of such assistance as is given to practically all other heads of bureaus in the Government no Commissioner of Education has ever been able to perform the duties of the office with satisfaction to himself, to Congress, or to the general public. The duties of the office require the Commissioner of Education to visit all parts of the United States and its territories and possessions and to be away from Washington much of the time. In his absence the conduct of the office is in the hands of the chief clerk, whose regular duties as chief clerk should and do demand all of his time for their proper performance.

When the commissioner is in Washington he should be able to use a very large part of his time in conferring with prominent educators and education officers and in a careful study of the larger and more fundamental problems of education in the United States, and in the discharge of these duties he should have the constant assistance of a man of ability and wide knowledge of all phases of education, one who also feels the responsibility of helping to make and determine general policies in education. As it is now, the commissioner must give much of his time and strength to mere details of routine office work and to receiving and consulting with a large number of visitors who come to inquire about minor matters that might just as well be attended to by an assistant commissioner.

In addition to all this, the vocational education bill (the Smith-Hughes bill, Senate bill No. 703, House bill No. 11250) which passed the Senate July 31, 1916, and which is now pending in the House, with all likelihood of becoming law during the present session of Congress, provides, and very properly so, that the Commissioner of Education shall be the adviser and executive officer of the Vocational Education Commission which the bill creates and which will have \$200,000 a year for its work of investigation and administration. These new duties will necessarily require a large part of the time of the commissioner, especially during the next two or three years. That the work of the Bureau of Education may not suffer more than it now does for lack of the services of an assistant commissioner, it is imperative that this office be provided in the present appropriations bill.

For the work which will be demanded of an assistant commissioner the salary of \$4,500, contained in the estimates, is not excessive, in fact it is very low for a man of the ability which the position should demand. Somewhat similar positions provided in the vocational education bill as it passed the Senate carry salaries of \$5,000, \$7,000, and \$7,500.

*Salary of chief clerk—Increase, \$500 (present salary, \$2,500).*—The salary of the chief clerk is now the same as that fixed by the act of March, 1867, creating the bureau and is less than that of chief clerk in most of the bureaus in this and other departments. Out of a total of 40 chief clerks provided for in the legislative bill only three others receive salaries as low as that paid to the chief clerk of the Bureau of Education. From the nature of his work the chief clerk of the Bureau of Education must have a wide knowledge of educational affairs throughout the country. He is constantly called upon to render important opinions and decisions not only as to the work of clerks and specialists but in regard to policies of school officers and institutions of learning. In the absence of the commissioner he must also perform the duties of acting commissioner.

*Assistant specialist in higher education, \$3,500.*—The Federal Government appropriates annually \$2,500,000 to the colleges of agriculture and mechanic arts in the 48 States and in Porto Rico and Hawaii. Of this amount, \$252,191 goes to 17 agricultural schools for negroes in the Southern States. In some of these States these schools are well conducted, and the money is well used. In others the schools are very poor, and the money is largely wasted. I estimate that approximately half of it is not used to the best advantage. The Bureau of Education must certify to Congress as to the use of all these funds; and if it does not certify to the proper use of the entire portion of the fund going to any State, then, according to law, the entire appropriation to that State must be



withheld for the next year, and until the bureau does certify, through the Secretary of the Interior, that the fund has been used according to law or that any portion misused has been refunded by the State. In many cases it has been very difficult for the bureau to certify that the portion of the fund going to the negro schools has been used as provided by law, and in some instances it would be impossible to so certify if the law were interpreted as strictly as it is interpreted for the schools for white youth. This could be largely remedied, the character of the schools much improved, the value received from a quarter of a million of Federal funds largely increased if the Bureau of Education could give the assistance which it might give through the specialist asked for here. This specialist should be a white man of ability and tact who knows agriculture, knows the negro, and knows the South and the feeling of the white people of the South toward the negro. He should spend at least nine months of the year in the field visiting these agricultural schools for negroes, inspecting and studying their work, counseling with their presidents and faculties, and upon request advising their boards of trustees. He should hold conferences of the presidents and most important members of the faculties of schools of adjoining States and should carry to all the schools the best he finds in any. I am quite sure that the services of such a man would be worth not less than \$50,000 a year to these schools because of the better use it would enable them to make of Federal and State funds. It is a work that can hardly be done by the individual States.

*Salary of editor—Increase, \$1,000 (present salary, \$2,000); assistant editor (salary, \$2,200).—*The editor's duties are very exacting, and require, in addition to an accurate knowledge of English and editorial technique, a broad and comprehensive knowledge of education and a wide acquaintance with educators in the United States and other countries. The editorial work of the office has increased more than fivefold within the past four years, and it will constantly continue to increase from year to year. It is now impossible for one editor to perform satisfactorily all the editorial work required. A more careful editing of the reports and bulletins of the bureau, which this increase in the editorial staff would make possible would save in the cost of printing more than the amount of the increase in the salary of the editor and the salary of the assistant editor herein estimated. It is proposed that the present editor become the assistant editor and that the position of editor be filled with a new man.

*Additional clerks—One of class 4, \$1,800; one of class 3, \$1,600; one of class 2, \$1,400; three of class 1, \$3,600.—*The estimates submitted ask for three clerks of class 4, four of class 3, three of class 2, three of class 1, three at \$1,000 each. All these and more will be needed if specialists included in the estimates are granted, but without them there is urgent and immediate need for the six clerks, as stated above.

Within the last six years the correspondence and clerical work of the bureau has increased more than 500 per cent, with only a small per cent of increase (20 or 25 per cent) in the clerical force; therefore the correspondence, copying, and tabulating work is frequently much delayed and all the work of the bureau is much impeded. Specialists of various kinds are unable to do their work promptly. Some of them must use a large part of their time in doing clerical work which could be done much better by clerks on lower salaries, and some find it necessary to conduct their correspondence by the slow and antiquated process of writing their letters in longhand. Within the present fiscal year it has been found necessary to request departments of education in colleges and universities to do a large amount of work of tabulation without remuneration. I estimate that for lack of clerical help the efficiency of the bureau is reduced fully one-third. It is of course unwise to provide for expert work of a higher grade and then allow it to be impeded because of lack of clerical help of a cheaper kind.

*Investigation and promotion of school and home gardening, \$2,500 in addition to the amount allowed by the House, making a total of \$10,000.—*In the estimates submitted \$12,640 was estimated for this purpose. This would have enabled the bureau to continue the specialist heretofore provided through the cooperation of the International Child Welfare League and to add an assistant. There would also have been money for necessary traveling expenses and clerical help for this specialist and assistant. The \$1,800 increase allowed by the House, making a total of \$7,500 for this purpose, is not sufficient to permit the continuance of the specialist heretofore maintained through the cooperation of the International Child Welfare League nor of an assistant. It will only provide traveling expenses and clerical help for the one specialist.

and one assistant now in this division. It is very important for this work that at least one more assistant be added now, and this can be done if the appropriation is increased to \$10,000.

I append here a copy of the statement in regard to this item made to the Appropriations Committee of the House.

*Investigation and promotion of school and home gardening—Increase \$6,940 present appropriation, \$5,700).*—The proper education of many millions of children and even the possibility of their attending school at all during the years in which attendance at school is most valuable depends to a very large extent upon the general adoption of the work which the bureau is promoting through the division of school and home gardening. The bureau should have sufficient number of specialists in this subject to enable it to visit all cities, towns, and manufacturing villages of the country and advise with their school officers and teachers and assist in directing the work of home gardening under the direction of the school until the plan is well enough understood and there are enough trained teachers so that work in any city or town may go on without outside direction or until the several States shall have made provision for the direction of this work. The enactment of the national child labor law, prohibiting the employment of children under 14 years of age in mills, mines, and quarries must result in enforced idleness of hundreds of thousands of boys and girls and in unnecessary hardships to them and their parents unless there is found for them some form or forms of suitable employment, economically profitable and at the same time educational. The results obtained from school and home gardening confirm the belief that both economically and educationally this is one of the very best forms of employment for children between the ages of 8 and 16 years. The bureau has had in this subject until recently two specialists and one assistant. The employment of one of these specialists was made possible through the cooperation of the National Child Welfare League, but this cooperation has been discontinued. The bureau should be able to continue the services of this specialist and to add another assistant. The full amount estimated will be necessary for their salaries and expenses.

#### ASSISTANT COMMISSIONER OF EDUCATION.

Mr. CLAXTON. The first item is that of an assistant commissioner of education, for which there has always been great need. No commissioner has ever been able to serve the office satisfactorily to himself, to the country, or to Congress, because of lack of such help.

The CHAIRMAN. What is that you speak of?

Mr. CLAXTON. An assistant commissioner.

The CHAIRMAN. What is he getting now?

Senator ROBINSON. There is not any.

Mr. CLAXTON. There is no assistant commissioner, and never has been one; and the commissioner has no assistant clerk.

The CHAIRMAN. You want a man at \$4,500 a year?

Mr. CLAXTON. Yes. The commissioner must give a very large part of his time, when in Washington, to mere routine work.

The CHAIRMAN. Was this presented to the House committee?

Mr. CLAXTON. Not what I am saying now, sir.

In addition to that, the vocational educational bill, which has passed the Senate and which is pending in the House and will no doubt pass the House in some form, provides that the commissioner of education shall be a member of the vocational educational commission; very properly, as it is a part of the educational work which is promoted by the Federal Government. It is necessary, for the first few years at least, that he should give to that a good deal of his time. As the bill passed the Senate the commissioner of education is the adviser of the vocational educational commission and its executive force, and therefore it will take a good deal of his time. As

it is now in the House, and amended in the House bill, it provides that he shall be one of five equal members, the other four giving all of their time to it; and his work will be equal to that of any other. That the general work of the bureau may not suffer more than it is suffering already, by this, there is the additional need now for an assistant commissioner of education.

#### SALARY OF CHIEF CLERK.

The second item, gentlemen, is the salary of the chief clerk. Out of 42 bureaus which I have investigated, there are only 4 in which the chief clerk's salary is as low as \$2,000, which is the salary of the chief clerk of the Bureau of Education. There are qualities required of him not required in many others of these offices, because many things come to him that require decisions of quality rather than merely looking after the clerks in the office.

#### ASSISTANT SPECIALIST IN HIGHER EDUCATION.

The third item is that of assistant specialist in higher education, which is not a good name for it, but it was asked under that name in the House. I want to add to what I said in the House and what I have written here this fact, that \$282,120 of Federal funds are appropriated each year for the use of the 17 agricultural colleges for negroes in the Southern States. The States themselves add \$258,052 to that. From other sources comes an amount which makes altogether \$1,973,000. I estimate—and I think I am not overestimating it—that 50 per cent of this is practically lost for want of some kind of efficient direction. The negro schools are not on the same basis of intelligent supervision as the agricultural colleges for white men are, and the presidents and principals of these schools have frequently petitioned the bureau——

Senator SMOOT. You have that specialist now, have you not?

Mr. CLAXTON. No; we have a specialist in land-grant college statistics who simply looks over these expenditures.

Senator SMOOT. Here is a specialist in higher education at \$3,000.

Mr. CLAXTON. Yes; but that is another thing. I am asking for a superintendent who will give all of his time to the negro colleges. Probably that is not the best name for it in that division.

Senator SMOOT. What I am looking at is your specialist in higher education, from \$3,000 to \$4,000.

Mr. CLAXTON. I am not asking that that be raised.

Senator SMOOT. You want now, instead of that, this assistant?

Mr. CLAXTON. The assistant. That was in the estimates originally. The assistant at \$3,500. That is more than the specialist gets, but he will not object to that, and you would get a man of good ability, a man who is level-headed, who knows how to deal with the negroes, and with the white people who are on the boards, frequently, and who can help them get the very best possible results.

Senator SMOOT. You asked for three assistants?

Mr. CLAXTON. Yes; but I am asking in this amendment for only one.

## SALARIES OF EDITOR AND ASSISTANT EDITOR.

**Senator ROBINSON.** Your next item is an increase in the salaries of the editor and assistant editor?

**Mr. CLAXTON.** Yes. May I speak of the two together?

**Senator ROBINSON.** Yes.

**Mr. CLAXTON.** Within the last six years the editorial work of the Bureau of Education, in mere pages printed, has increased 180 per cent. There is no one person who can do all the duty necessary. There is need for an editor who is more expert at it than any we have ever had or are likely to get at the salary of \$2,000. I estimate that he would save two or three times his salary in the number of words which he would delete from manuscripts that go to press, and from the annual reports. At present there is no one who can give his time to edit reports as they should be edited.

**Senator ROBINSON.** What is the large increase in the printing done by the Government occasioned by?

**Mr. CLAXTON.** It is occasioned by the bulletins that we print. In 1907, I think it was, the bureau was given authority to print bulletins. We print now an average of 50 a year, ranging from 40 to 50 pages up to 800 or 900 pages.

## ADDITIONAL CLERKS.

**Senator ROBINSON.** You asked for six clerks.

**Mr. CLAXTON.** We asked for six clerks for this reason. Since 1910 the correspondence of the bureau has increased 550 per cent, exactly. The amount of copying has indicated to some extent the necessity of this increase, and it is indicated by this 880 per cent increase in the editorial work of the bureau, and the other clerical work has increased about 400 per cent—compiling statistics.

The school system has increased itself within the last 10 years in the expenditures of money throughout the country at least 100 per cent, and the other work which the bureau is undertaking, which it has never done, and studies of systems of education require a great deal of compiling of statistics and special studies of cities and of counties. We are now having to beg colleges to do that work for us for nothing, and it is not a very dignified thing, and it does not always get it done in the time that it should be done.

Within that time, in which the correspondence has increased 550 per cent and the amount of copying about 200 per cent and the other clerical work 400 per cent, there has been an increase of 26 per cent in the number of clerks. Sometimes we are as much as two or three months behind, and the men and women who are paid salaries ranging from \$2,500 to \$3,500 are doing the work that clerks should do at \$1,400, and that is not good business, and we can not do any large fractional part of the work that comes to us to be done.

## SCHOOL AND HOME GARDENING.

**Senator ROBINSON.** I see you have another small increase for school and home gardening. I wish you would explain that matter.

**Mr. CLAXTON.** You mean the increase?

Senator ROBINSON. Yes.

Mr. CLAXTON. Three years ago, through the action of this committee, we started a division of school and home gardening. It was not allowed by the House. Mr. Overman kindly took it up and got it through for me, and it has been one of the best things we have ever done. It is extending to manufacturing cities and to one-half of the children who are in industrial communities the same kind of thing that the Agricultural Department is doing so much more fully for country boys and girls. About 100 towns have taken this up. There is greater need for it now, since the passage of the child-labor law, because 1,500,000 children who had some kind of occupation can no longer have the same kind of occupation. Through the action of the Child Welfare League we had the services of another man in this, and were expending \$10,000 a year. That is no longer continued, and I want simply to keep it up to the point at which it was, and the appropriation in the House will not allow me to do that.

Senator ROBINSON. Does that conclude what you have to say?

Mr. CLAXTON. Yes; that is all I have to say.

### STATEMENT OF EZEKIEL J. AYERS, CHIEF CLERK.

#### SANITARY OFFICER FOR INTERIOR DEPARTMENT.

Mr. AYERS. There are three items that I want to bring to your attention. Two of them have been called to your attention in the letter from Secretary Lane dated December 20. One is an item of \$2,500 for sanitary officer for the Interior Department. That is fully explained in that letter, and I will not take your time here further, because it would be a repetition of what was presented to the House committee.

#### RENT OF BUILDINGS.

The other item is that of rent of buildings for the Geological Survey and the Bureau of Mines. That was estimated for this year at the usual amount.

The Interior Department is having erected a new building which we hope to occupy in a short time. There is a question of doubt as to whether we shall get into that building prior to July 1.

Senator OVERMAN. I would like to know how that building came to be located up there where it is, away out of sight of the Capitol?

Mr. AYERS. I do not know. It was done before my time.

Senator OVERMAN. I have always been trying to find out how that building came to be located away up beyond the White House, as far from the Capitol as they could get it.

Senator ROBINSON. What building are you talking about?

Senator OVERMAN. Have you not seen that building?

Senator SMOOT. It is the new Interior Department building.

Mr. AYERS. It is up about Nineteenth Street. That was appropriated for and that site was selected. I think that to put it anywhere along the Mall would not be permitted because it was not of a monumental type. It was a great big ordinary office building. It has 1,050 rooms in it.

Senator OVERMAN. Why should it not have been put down close to the Capitol?



Senator ROBINSON. Why is not that as good a place for it as down near the Capitol?

Senator OVERMAN. I just wanted to find out how these buildings come to be located where they are located. Senator Martin is interested also, because he is now on a commission which considers that they seem to have located some of them as far from the Capitol as they possibly could.

The CHAIRMAN. Mr. Ayers said it was located by an act of Congress that appropriated for it.

Senator ROBINSON. He says that he does not know anything about it.

Senator OVERMAN. If you do not know, go ahead. I beg your pardon for interrupting you.

Mr. AYERS. The Government bought that lot for a hall of records, and it was never used for that purpose, and when we came before Congress asking for a site for a new Interior Department building, as I understand the House and Senate concurred in providing that the building should be located on that lot.

Senator OVERMAN. Was it done by Congress?

Mr. AYERS. Yes.

Senator OVERMAN. Very well; go ahead.

Mr. AYERS. The item of rent of buildings, of which I have spoken, we have asked to have decreased to cover a period of six months and enable us, if for any reason we are not able to get into the new building, to have a place.

The CHAIRMAN. You want the amount in the House bill decreased?

Mr. AYERS. The House omitted it entirely.

The CHAIRMAN. It did not put it in at all?

Mr. AYERS. No.

The CHAIRMAN. You ought to hurry up and get in there by the 1st of July.

Mr. AYERS. It may be possible we will be there by the 1st of July.

Senator SMOOT. The Geological Survey, \$40,000; and the Bureau of Mines, \$12,000. Those are the amounts. That is on page 100 of the bill, in a note.

Mr. AYERS. Yes, sir. There is carried in that same item the rent of a building for the Civil Service Commission. That, of course, is provided for. They omitted entirely any provision for the Geological Survey and the Bureau of Mines. It is our intention to move those two offices first.

Senator SMOOT. The Geological Survey would not need \$40,000 for this?

Mr. AYERS. No, sir; we have just asked, in this letter to which I have referred, that that amount be decreased.

Senator SMOOT. How much?

Mr. AYERS. One-half.

Senator ROBINSON. When does the contract call for the completion of the new building which you anticipate moving into?

Mr. AYERS. The 30th of April.

Senator ROBINSON. Do you not think it would be bad policy to put an item in here extending the rental?

The CHAIRMAN. Why not let them stay where they are?

Senator SMOOT. There is not or will not be any appropriation for that.



The CHAIRMAN. Are you in a rented building now?

Mr. AYERS. Yes.

The CHAIRMAN. You will not have money to pay your rent?

Mr. AYERS. Not after the 1st of July.

The CHAIRMAN. You will be in your new building before that time.

Mr. AYERS. It is promised us before the 1st of May. There may be some mishaps by which we can not get in there, and it will take two months to pack and move those two enormous bureaus. I want to assure the committee that we are going to move those bureaus in there as quickly as we can; they will be the first to be moved. But in case of a contingency we will need this.

Senator OVERMAN. You can get a deficiency.

Mr. AYERS. I do not want to be responsible for creating a deficiency without first giving you gentlemen an opportunity to appropriate.

The CHAIRMAN. I think we understand that.

#### VACANCIES IN THE PENSION OFFICE.

Mr. AYERS. The next item I want to speak about is the matter that the Commissioner of Pensions spoke about in regard to eliminating that 25 per cent clause in regard to filling vacancies among the employees in the Pension Office. There are 92 people in the Pension Office who are engaged in work other than clerical work—watchmen and elevator men, and there are firemen and engineers—and as fast as that force is depleted it takes that much force from the Pension Office; and should this provision prevail and remain in this bill eventually we will not have a watchman, an elevator conductor, or any service that we can perform in that building. Now, you can do one of two things, either make an exception of this labor force, or else make a general exception to apply to all of them.

Senator OVERMAN. As we have reduced the number of clerks by 100 now, you think we might as well stop this sort of business?

Mr. AYERS. Yes; you have.

#### DEPARTMENT OF JUSTICE.

#### STATEMENT OF SAMUEL J. GRAHAM, ESQ., ASSISTANT ATTORNEY GENERAL.

Mr. GRAHAM. I will take but a few minutes of your time. The Attorney General has asked me to press upon your attention some increases which were asked for in his estimates, in the salaried positions, but which were not allowed by the House Committee, amounting to about \$14,000 in all. I have here a statement which I think covers succinctly the reasons for the increases asked for, and I will not take up the time of the committee in discussing them further unless you desire to ask me some questions.

The CHAIRMAN. You may put that in the record.

Mr. GRAHAM. One of them is for the increase of the salary of the Chief of the Bureau of Investigation, and another is for an increase of the salary of the head of our Division of Accounts; and there are other increases.

DEPARTMENT OF JUSTICE,  
Washington, January 4, 1917.

MR. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,  
United States Senate.*

**MY DEAR SENATOR:** May I take the liberty of pressing upon the Appropriations Committee of the Senate the importance of granting certain requests for increases of salaries in the Department of Justice which were omitted from the legislative, executive, and judicial appropriation bill by the House?

The business of the Department of Justice has increased 27 per cent in the last two years, and has been conducted at an increased cost of three-fifths of per cent. Owing to the enactment of new legislation and the disturbed conditions of affairs in Europe, Mexico, and at home, its business has greatly increased and is daily increasing.

The increases asked for and the reasons therefor, briefly, are as follows:

**Increase in the salary of the chief, Division of Investigation, from \$3,500 to \$4,500 per annum:** This position was created in 1910 at a salary of \$3,500 per annum. At that time it involved the supervision of about 14 men engaged in a single class of work. Since that time the work has multiplied greatly. The chief of this division now has under his supervision the following employees:

Sixteen men engaged in examining the offices of court officials (district attorneys, marshals, clerks, etc.); 20 expert accountants engaged in preparing cases involving violations of the national banking and other laws; 130 special agents, special employees, etc., engaged in collecting evidence in a great variety of cases, including antitrust, bankruptcy, neutrality, white slave, and many others; 75 local white-slave officers engaged in work connected with the Mann Act and participating in other classes of work; a number of minor employees actively engaged in investigating work.

This makes a total of nearly 300 employees and requires an annual expenditure of more than a half million dollars, which the head of this bureau supervises in the first instance.

This official is the head of the confidential branch of the department and in close touch with the Attorney General and his assistants. The organization which he supervises is efficient, clean, and works without regard to the hours or the difficult character of the work.

The head of this bureau has two men under him—one in New York and one in Chicago—each of whom receives \$880 per annum more compensation than he receives.

I know of no position under the Government with similar responsibilities with such small compensation. The head of a similar force in another department, who has under him approximately 50 men and who handles an appropriation of \$145,000, receives a salary of \$4,500 per annum. This salary, it is believed, is fully justified, though apparently the responsibilities are not nearly so great as those in the case under discussion.

In the interest of the public service this increase is earnestly urged.

**Increase in the salary of the chief, division of accounts, from \$2,500 to \$3,500 per annum:** Under a former organization this division came under the general supervision of the general agent of the department, whose salary ranged in the years from 1895 to 1907, inclusive, from \$3,000 to \$4,500 per annum.

In 1903 the division of accounts was appropriated for as a separate unit. At this time there was added to its general duties of audit and statistics, to which it had been limited, the additional duties of fixing and authorizing the annual compensation of the assistants and employees of the officials of the courts of the United States and authorizing disbursements for other purposes from the judiciary appropriations. The appropriations under the supervision of the chief of the division in 1903 aggregated approximately \$6,000,000 per annum; they have increased until to-day they aggregate approximately \$11,000,000. In 1912 Congress directed that the accounts paid by the disbursing clerk of the department should not thereafter be audited by him, but should be audited in the division of accounts, yet the salary of \$2,500, which was fixed in 1903, remains the same to-day.

The present incumbent of this position has, by a close and very intelligent supervision of authorizations for expenditures for printing briefs and records and to court reporters and stenographers, etc., saved to the Government in the last two years a very considerable sum of money over and above the amount paid for the same services as authorized and allowed theretofore.

It is submitted that the increase requested is proper and necessary, and it is earnestly urged that it be granted.

Increase in the salary of the chief examiner from \$2,500 to \$2,750 per annum: This official has general supervision of the work of the examiners in the field. He is the senior examiner on the force and was made an examiner in 1904 at his present salary of \$2,500 per annum.

The work of an examiner is now more complex, requires a wider knowledge of the Federal statutes and practice than ever before. When examiners were first employed, more than 30 years ago, they all received compensation at the rate of \$2,950 per annum.

This official, in my opinion, is earning fully the increased salary which has been requested, and I earnestly urge that the increase be made.

The creation of the position of chief statistician at \$2,500 (in lieu of chief bookkeeper and record clerk at \$2,000): The salary of the chief bookkeeper, who is, in fact, engaged largely upon statistical work, was fixed in 1907 at \$2,000 per annum, since which time the complexity and amount of work assigned has become two or three times as great. Credits to about 100 disbursing officers and the compiling and editing of statistical publications required under existing statutes are handled in this section of the Division of Accounts. These statistics cover (a) bankruptcy proceedings, (b) the business transacted in the United States courts, and (c) the expenditure records demanded by recent legislation.

For the above reasons it is urged that this increase be made.

One accountant at \$2,000 per annum (in lieu of one clerk of class 3): This item is essential to right ordination, as well as to afford a scant measure of justice to the clerk in charge of the examination of field accounts. This clerk has men under his supervision who are receiving \$1,800 per annum, which is the amount of salary received by him. This change is needed to give practical effect to an actually existing organization.

The creation of positions of chief, division of supplies, at \$2,000; assistant chief clerk, at \$2,000; and chief, division of mail and files, at \$2,000: The following are a part of the duties performed by the clerk in charge of the division of supplies:

(1) The purchase and distribution of supplies for the department in Washington, amounting to about \$45,000.

(2) The purchase and distribution from Washington of supplies for United States courts, amounting to about \$35,000 per annum.

(3) The issuing of requisitions for printing and binding, amounting to about \$40,000 per annum.

(4) The purchase and distribution of law books for judicial officers, amounting to about \$16,000 per annum.

(5) The keeping of records of property belonging to the United States under the charge of the department, as required by section 197, Revised Statutes.

(6) The keeping of a record of the receipts and distribution of the publications of the department, as required by section 92 of the public printing act.

The following are the salaries paid to the chiefs, division of supplies, of the departments noted:

Treasury	\$2,500
War	2,500
Post Office	4,000
Interior	2,250
Agriculture	2,000
Commerce	2,100
Labor	2,500

The departments of State and Navy have no regular chiefs of supplies, but the superintendence of the distribution of stationery, etc., is done by clerks and the purchases are made by attachés of the various bureaus.

Assistant chief clerk: The creation of this position is requested in the interest of proper organization, and it is requested that the salary be fixed at \$2,000. The position is now being filled by a clerk at \$1,800. There is important work and responsibility attached to the position, and particularly in the absence of the chief clerk. The present salary, it is felt, is inadequate to the work and the responsibilities.

Chief of the file room: As to the position of chief of the file room at \$2,000, there is no more important clerical work in the department than that in the file room. It is important that the position of chief of the file room pay enough

to attract the services of a man competent to fill the position to the satisfaction of all concerned.

The increase of two clerks of class 3; two clerks of class 2; three clerks at \$1,000; and the decrease of seven in the \$900 grade; two laborers at \$660 each: the increase of two clerks of class 3; two of class 2; and three at \$1,000, is a mere distribution of the seven clerks now in the \$900 grade. The \$900 grade is the entrance grade for clerks of the department, which it is proposed to change as it is practically impossible to secure stenographers at a salary of \$900. Eight places out of 15 in this grade are left because they are filled by minor clerks who are not qualified for promotion under the civil-service rules.

Permit me to state that the stenographic situation in our department has at times been desperate. The department has many times been seriously handicapped from lack of stenographers. This is particularly true right at the present time and the situation has been acute for several months past.

Two additional laborers at \$660 each are asked for because it is apparent that when the department moves into its new building the present force, when distributed properly as messengers, elevator conductors, etc., will not be sufficient to do the work, without taking into consideration allowances for annual and sick leave, etc.

Increase in the salary of the Solicitor of the Post Office Department from \$5,000 to \$7,200 per annum: This increase is asked by the Attorney General at the earnest request of the Postmaster General. The facts justifying the increase are not in possession of the Department of Justice, and will be presented by a representative of the Post Office Department.

Nine law clerks for the United States Supreme Court at \$3,600 per annum each: The Attorney General asks that these places be created upon the statement of the Supreme Court that these clerks are urgently needed and is of the opinion that they are. It is, therefore, urged that the appropriation be made.

It might be mentioned in conclusion that this department has not asked for any increases in salaries whatever for the past two years, and that the total of the increases asked for at this time is \$14,770.

For the Attorney General.

Respectfully,

SAM'L J. GRAHAM,  
*Assistant Attorney General.*

#### SALARY OF CHIEF, DIVISION OF ACCOUNTS.

Senator OVERMAN. What do you ask for the head of the division of accounts?

Mr. GRAHAM. \$3,500 instead of \$2,500. He has saved the Government, in matters in the last few years, I think, \$50,000.

#### SALARY OF CHIEF OF BUREAU OF INVESTIGATION.

As to the Chief of the Bureau of Investigation, his work has grown tremendously in the last few years connected with violations of the neutrality laws. There have been nearly 300 men indicted and 90 convicted. He has under him now 300 men, whereas originally he had 14, at the same salary.

Senator ROBINSON. Does this estimate provide for any increase in the number of men?

Mr. GRAHAM. In the number of clerks?

Senator ROBINSON. Yes.

#### INCREASE IN SALARIES OF CLERKS AND STENOGRAPHERS.

Mr. GRAHAM. Yes; there is one change in the number of clerks—asking that you give us seven clerks, two of class 3, two of class 2, and three at \$1,000, instead of seven clerks at \$900, and to raise the \$900 clerks to \$1,000. We find it impossible to get stenographers

at \$900, and our department is greatly embarrassed at the present time for the want of them.

Senator SMOOT. What do stenographers get in the other departments?

Mr. GRAHAM. They do not stay with us at \$900. You can not get any sort of a man to do your work at \$900 a year.

Senator SMOOT. That is quite a jump, is it not?

Mr. GRAHAM. It is a jump from 63 to 86.

The total increase we ask for makes \$14,770. There is no increase in the number of clerks, but there is an increase in the grades and salaries.

#### SALARY OF SOLICITOR OF THE POST OFFICE DEPARTMENT.

The Attorney General submitted a request for an increase in the salary of the Solicitor of the Post Office Department from \$5,000 to \$7,200. He did this at the earnest request of the Postmaster General. I notified the Post Office Department to-day that they should appear before the committee and present the facts.

#### LAW CLERKS FOR THE SUPREME COURT OF THE UNITED STATES.

The Supreme Court has also urged on the Attorney General the appointment of nine law clerks at \$4,000 apiece. I wish to say that so far as our department is concerned, we have asked no increases in the salaries in the last two years. Our business has increased 27 per cent, and we have transacted it with the same force at the same salaries, and I think the requests are proper for the administration of the department.

The CHAIRMAN. That seems to be a very good showing indeed; very gratifying.

#### POST OFFICE DEPARTMENT.

#### STATEMENT OF WILLIAM I. DENNING, CHIEF CLERK.

#### CHANGES IN CLERICAL FORCE AND SALARIES.

Mr. DENNING. I have a letter here in regard to our estimates, calling attention to certain readjustments that we have made, and proposing a further reduction in the numbers.

OFFICE OF THE POSTMASTER GENERAL.

Washington, D. C., December 29, 1916.

HON. THOMAS S. MARTIN,

*Chairman Committee on Appropriations, United States Senate.*

MY DEAR SENATOR MARTIN: I beg to transmit herewith for the consideration of your committee, in connection with bill H. R. 18542, an act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year 1918:

First. A proposed draft of a bill covering the salaries of the officers and employees of the Post Office Department based upon the estimates submitted to the Congress with the exception that 24 places are increased one grade based upon efficiency ratings and 15 places at \$1,000 each in the Postal Savings System are omitted.

Second. A draft of a bill covering the same number of officers and employees and at the same salaries as provided for in the first draft herewith, but so arranged as to show by proper interlineations the amendments that are neces-



ry in the bill as it passed the House of Representatives in order to make conform with the above-mentioned draft.

Third. A recapitulation showing by offices and appropriation totals the net result of the revised estimate over the bill as it passed the House.

The revised estimates for the Postal Savings System provide for 15 less clerks than are now employed in that division. This reduction in the force, amounting to \$15,000 a year, is made possible by the adoption of an improved system of examining the postal savings accounts of postmasters, which was worked out by the Bureau of Efficiency in collaboration with the Postal Savings System and the office of the Auditor for the Post Office Department.

The original estimates as submitted to the Congress show a net reduction of 20 in the number of employees, aggregating \$4,780, which, together with a reduction in the contingent expenses of \$7,000, make a total decrease of \$11,780 over the appropriation for the current fiscal year. The revised estimates submitted herewith contemplate a further reduction of 15 in the number of employees, making a total net reduction of 35, with a reduction of \$21,480 over the amount called for in the appropriation act for the current fiscal year.

It is desired to call the special attention of the committee to the original estimates submitted to the Congress covering readjustments of salaries in certain of the grades in the clerical and mechanical forces and also to certain additional readjustments proposed in the revised estimates herewith. The estimates for these readjustments are based upon the efficiency ratings submitted under the efficiency-rating system established in this department by Executive order in pursuance of the act of Congress approved August 23, 1912. The committee on personnel is frequently embarrassed through not being able to recommend promotions or demotions based upon the efficiency ratings, because there is not a sufficient number of places in a particular grade, and the success of the efficiency-rating system in this department is dependent upon Congress making appropriations which will permit of the payment of proper salaries for the character, quantity, and quality of work performed.

To better enable the Postmaster General further to carry out the provisions of the act of August 23, 1912, authorizing the establishment of a system of efficiency ratings in the executive departments at Washington by permitting him to make promotions and demotions in steps of \$100 instead of in steps of \$200, as required by the statutory salaries, it is urged that legislation in the following form be enacted:

"In making readjustments hereunder, the salary of any clerk in any class may be fixed by the Postmaster General at \$100 below the salary fixed by law for such class and the unused portion of such salary may be used to increase the salary of any clerk in any class by not exceeding \$100 above the salary fixed by law for such class."

Very sincerely, yours,

A. S. BURLISON, *Postmaster General*.

I desire to call the special attention of the committee to the original estimates submitted to the Congress covering readjustments of salaries in certain of the grades in the clerical and mechanical forces and also to certain additional readjustments proposed in the revised estimates herewith. The estimates for these readjustments are based upon the efficiency ratings submitted under the efficiency-rating system established in this department by Executive order in pursuance of the act of Congress approved August 23, 1912. The committee on personnel is frequently embarrassed through not being able to recommend promotions or demotions based upon the efficiency ratings, because there are not enough places in the particular grades. In other words, we are prevented sometimes from making a demotion where the clerk is manifestly receiving a larger salary than he is entitled to, because there is no place in a lower grade to put him in unless we push somebody else up who does not merit the increase.

Senator SMOOT. Anybody you want to get rid of, you can promote him to a lower grade.



Mr. DENNING. I wish to state that none of the people we have demoted have resigned or gotten out.

In making up the estimates for the clerical force of the Post Office Department the primary object in view was to apply business principles to a business institution, and to provide a liberal compensation for the character, quantity, and quality of work performed for the Government. In determining what constituted liberal compensation it is believed that the Government should be a model employer and should pay from 15 to 30 per cent greater compensation than is paid for similar services in private employment. This standard does not take into consideration the well-known fact that the annual leave, sick leave, and holidays granted to Government employees are far more liberal than in commercial employment.

The original estimates as submitted to the Congress show a reduction of 20 in the number of employees, aggregating \$47,000, which, together with a reduction in the contingent expenses of \$7,000, make a total decrease of \$11,780 over the appropriation for the current fiscal year. The revised estimates submitted herewith contemplate a further reduction of 15 in number of employees, making a total net reduction of 35 in the number of employees, with a reduction of \$21,480 over the amount called for in the appropriation act for the current fiscal year.

Eliminating from consideration the 64 employees provided for the new city post office, which was occupied for the first time in the fiscal year 1915, the estimate submitted herewith shows a reduction of 215 employees, with an annual saving of \$181,760 over the appropriation for the fiscal year 1914, which was the last appropriation authorized under the preceding administration. It is clear that there has been a phenomenal growth in the Postal Service within the last few years, and that, furthermore, there have been many additional functions assumed by the Postal Service.

Notwithstanding the increased volume of work in the Post Office Department there has been a constant reduction in the number of employees. There is but little overtime work performed, and we do not believe that any employee is performing more work than is reasonable. This splendid achievement resulted from the loyal and efficient operation of the employees, in the introduction of modern business efficiency methods, and the consequent elimination of misdirected energy. In this introduction of modern business principles we have had the aid and advice of the Bureau of Efficiency. As an incentive to the employees rapid promotions have been made based upon the efficiency rating method in accordance with a plan worked out by the Bureau of Efficiency. The records show that 936 promotions were made during the period from July 1, 1913, to November 28, 1914, out of a total of 1,356 employees on the rolls.

The CHAIRMAN. The question we want to get at is not so much the disposition of the post-office work as what you are asking. What do you want us to do that the House has not done?

Mr. DENNING. In the first place, we are suggesting the elimination of 15 employees.

The CHAIRMAN. Has it been set out in detail exactly what employees?

**Mr. DENNING.** It has been set out in detail in the draft of proposed legislation that we have submitted.

**The CHAIRMAN.** And that is here?

**Mr. DENNING.** Yes; and a letter submitted. On that draft is shown by proper interlineations what changes are necessary to make conform to what we want.

**Senator OVERMAN.** It will result in a net saving, will it?

**Mr. DENNING.** In a net saving.

**The CHAIRMAN.** You have stated exactly what will accomplish it in this draft?

**Mr. DENNING.** Yes; the letter I have submitted makes reference to this draft. There is a slight increase over the amount in the bill that passed the House proposed in this.

**Senator SMOOT.** \$14,000.

**Mr. DENNING.** But our estimates in the House showed a reduction of \$11,780 over the current appropriation bill, and they cut it about \$23,000 additional. That was poor encouragement for any efforts on our part to economize. In other words, I want to bring out that we have attempted to pay our employees for the work that they are doing; in other words, a salary that is from 15 to 30 per cent higher than is paid for similar work outside. That is based on our investigation of last winter.

**Senator OVERMAN.** You made a reduction of \$11,000, and they made a reduction of \$23,000?

**Mr. DENNING.** \$23,000.

**Senator OVERMAN.** What year was that?

**Mr. DENNING.** I think in January of 1916.

**Senator ROBINSON.** They went you one better on the reduction.

**Mr. DENNING.** Yes.

**The CHAIRMAN.** That covers all the items that you want to submit?

**Mr. DENNING.** Yes, sir. If we can not get these changes—I mean the changes that we recommend—it means that the efficiency system that we have will amount to nothing so far as our department is concerned; and we hold out to the people down there that they will be paid a proper salary for the work that they are doing; and unless we have the proper number of places in the particular grade we can not do it.

**Senator BRYAN.** If we were to give you this you would not care anything about this 5 or 10 per cent increase?

**Mr. DENNING.** Absolutely nothing.

**Senator BRYAN.** You would prefer this?

**Mr. DENNING.** Yes; and we can demonstrate how that will be far more equitable to our employees.

#### COMPARISON OF SALARIES PAID BY GOVERNMENT AND BY PRIVATE EMPLOYERS.

**Senator BRYAN.** You say the employees in your department are paid what percentage more than employees in commercial establishments?

**Mr. DENNING.** From 15 to 30 per cent in these higher grades.

**Senator OVERMAN.** Mr. Bryan brought out here that the average paid the employee of the Government is about 25 per cent more than is paid in commercial business.

Mr. DENNING. We made some investigations last winter in some commercial establishment where we believed that the salaries they paid were higher than the ordinary. The Metropolitan Life Insurance Co., of New York, is one of the most noteworthy examples of that.

Senator SMOOT. Are you speaking of clerks?

Mr. DENNING. Yes; I am speaking of clerical work.

Senator OVERMAN. What was the difference between what they paid and the salaries in your department?

Mr. DENNING. That was the basis for this statement, together with one or two other companies.

Senator OVERMAN. Your salaries were higher than theirs?

Mr. DENNING. Yes; that is, in the clerical grades. In the supervisory grades our salaries are lower.

Senator OVERMAN. The president of the Metropolitan Co. got \$50,000, I believe.

Mr. DENNING. Yes.

Senator BRYAN. In the supervisory grades; that is, above \$1,200!

#### CLASSIFICATION OF EMPLOYEES.

Mr. DENNING. Yes. There is one other matter we would like to call to the attention of the committee, suggested by the letter of the Postmaster General. We suggested there legislation that will permit us to pay \$100 more or \$100 less than the grade fixed. It frequently happens that an employee, based on the standard that we have worked out, will be earning \$1,500. It is manifest injustice to him to keep him at \$1,400 when, comparing his work with that of other clerks, he is earning and ought to receive \$1,500. If we promoted him we would have to pay him \$1,600. In other words, he would be placed in the position of receiving more than he was earning. It would help us a good deal if we could have this provision which would authorize us to pay \$100 more or less than a grade.

Senator BRYAN. Instead of \$200 more or less?

Mr. DENNING. Yes. We have drafted a form of legislation here which we think is not subject to criticism.

Senator BRYAN. That is in effect creating a new classification?

Mr. DENNING. Yes; in other words, making promotions in steps of \$100 instead of \$200.

The CHAIRMAN. Is there anything else?

Mr. DENNING. No, sir; I think that is all.

#### LIBRARY OF CONGRESS.

#### STATEMENT OF MRS. GERTRUDE T. RIDER, IN CHARGE OF READING ROOM FOR THE BLIND.

##### ASSISTANT IN READING ROOM FOR THE BLIND.

Mrs. RIDER. Mr. Chairman, I want to speak to you about the blind, and I have made notes in writing of what I wanted to say, because I knew in two minutes I could say what it would otherwise take me half an hour to say.

The Librarian of Congress has explained to your committee the need for an assistant in the room for the blind.

Yesterday I desired to speak with Senator Overman a word concerning the necessity I find for some help in conducting the service of the room for the blind, and he very courteously asked me to meet the committee to-day. In the hope of making some supplementary statements about this rapidly growing work I am here. We at least supplement, and in some cases supply entirely, the reading matter for 1 out of every 100 blind persons in the United States.

Only four States in the Union and the Library of Congress, have libraries owning 3,000 or more volumes of embossed books to be used by the blind. Those libraries are those in California, Pennsylvania, New York, and Massachusetts and, in addition to that, the Library of Congress. These statistics are taken from the report of the American Library Association's committee on work with the blind, published in June, 1915.

It has been the policy of this library to send to a reader in any State such books as he can not secure in his State or from a near-by library. But a small percentage of the circulation is local. Embossed literature is now loaned in every State in the Union. This is just a bit different from the figures given you by the librarian, because since the time he spoke to you and to-day we have loaned books in the four additional States in which we had not theretofore loaned.

We undertake to supply information on subjects pertaining to the blind to persons inquiring from everywhere. The thousands of visitors who pass through the room are very much appealed to by an exhibit of loaned work done by blind people. An exhibit of mechanical devices for the use of the blind serves to inform many who come to inquire what their blind friends or relations can learn to do. We are often able to put the inquirers in touch with work done for the blind in their own States, or, if not, we undertake to do it ourselves. This correspondence is increasing, because not one of these appealing letters of inquiry should be permitted to go unanswered. There was this instance occurred in the past week: A patient of Dr. Wilmer, the oculist, came to me, and she told me that Dr. Wilmer had told her that her eyes were gone; there was no hope of sight, whatever. In the few days she was in Washington, and although she was practically an invalid, we were able to start her in the process of learning to read with her fingers; and I have had since a very charming letter from her and her daughter, and she tells me she has gotten in touch with the organization in her own State to whom I wrote about her, and she is enjoying now reading with her fingers.

If we do not find an organization within the State to assist a blind person, we undertake to do it ourselves by correspondence. I have a very interesting case just now of a young blind man, a convict for life in the State penitentiary of Wyoming, and we have been able to teach him to read, and he has read the Iliad, and he is taking up now the study of Cæsar.

SENATOR OVERMAN. You are the only one in that department?

Mrs. RIDER. I have two convicts that are learning.

SENATOR OVERMAN. You are the only one in your office; you are the whole thing?

Mrs. RIDER. I am the only one. As I say, this correspondence is heavy and is increasing.

The collection has almost tripled and the circulation has quadrupled since 1912, and one assistant is no longer able to do the necessary work of the room. To-day I have had no luncheon, and to-day I have taught two blind people.

My vacations since 1912 have been spent in visiting libraries and schools for the blind, and places for the employment of the blind and employment centers for the blind in England, Scotland, Ireland, France, Italy, and Japan, endeavoring to definitely and fully inform myself concerning what other countries do for the blind. Practically all of the libraries and organizations for the blind in our own country are familiar to me. I have taken a party out to pay my expenses, and on the side I have visited these institutions. It has not cost the Government anything, and I could not afford it myself and that was the only way to do it, because I felt I ought to be fully informed.

It might be pertinent to speak of some individual cases of blind people. For instance, in Florida and North Carolina it is strange, but we have no woman readers; they are all men, and a very large percentage. In the South there are very few libraries for the blind, and in the Middle West, and we supply entirely, I think, the books that go to the Southern States, or almost without exception, and the books that go to the Middle West. There is a very fine library in California. Then, the New York library, it being a very fine library also, sends books into New York, New Jersey, and Connecticut; and strange to say, we send many, many books to Pennsylvania. I take it we send a very large percentage of the books there, because we have books that can not be obtained from other libraries there, from the free library at Philadelphia or the Carnegie Library, and the free library at the Institution of the Blind at Holbrook.

There was an interesting case in Virginia of Dr. Hendrickson, who is a blind soldier in the soldiers' home there. He found out that it was possible to get books, and he said that he would like to learn to read, and he learned, and I think he has interested many persons.

The CHAIRMAN. There is an institution for the blind in Virginia, and I think there is quite a library appropriation from the State.

Mrs. RIDER. There is a very good institution for the blind in Virginia. The school library will circulate a certain number of books, so far as it can, to its pupils who have left the school; but you can understand that the school library is made up largely of text books, and that when the pupils have left the school they want something else to read. It is not the work of the schools to provide reading matter for pupils when they have left the schools.

Senator OVERMAN. This is all very interesting, but will you get down to the question of what you need, and why you need it?

Mrs. RIDER. What we need is \$780 in the library to provide an assistant for the blind, so that when I am away there will be somebody there who is trained to the work.

The CHAIRMAN. I understand that you want \$780 to employ an assistant in your work?

Mrs. RIDER. Yes, sir.

The CHAIRMAN. Well, so far as I am concerned, you will get it.

**Mrs. RIDER.** It has come to the place where it is impossible to do the work, and it is a big work. I understand last year there was \$5,000 appropriated for a private library in Washington—a library for the blind. They carry, as I am told, one type for the blind, and there are five; and the type for the blind that they have in their library and circulate is not the type for the blind that is taught in any one of the State institutions in 41 State of the United States of America.

**The CHAIRMAN.** If we get \$780, we will send it to you, and I have no doubt that it will be provided.

**Mrs. RIDER.** I am very much obliged to you, indeed.

## DEPARTMENT OF THE INTERIOR.

### STATEMENT OF OSCAR A. PRICE, AUDITOR FOR THE INTERIOR DEPARTMENT.

#### CHECK ASSORTER.

**Mr. PRICE.** Gentlemen, I asked the Committee on Appropriations of the House to provide for a check assorter in my office, who could not be paid on the regular roll as a clerk of class 1, because of the fact that she was a loan in the city of Washington and unapportioned. She was a Bureau of Engraving employee, and afterwards employed in the post office as a money-order assorter. I want to assort our pension checks. They run about \$250 a month. I got this lady to do the work, and she charged about \$5 or \$6 a day.

**The CHAIRMAN.** I do not understand what it is you are speaking of.

**Mr. PRICE.** A check assorter. The Civil Service Commission informs me that I can not retain her.

**The CHAIRMAN.** This has been estimated for?

**Mr. PRICE.** It has, and it is in the bill. They complied with my request, and they inform me this will not cover her case.

**Senator BRYAN.** Why?

**Mr. PRICE.** Because she is not in the apportioned list.

**Senator BRYAN.** What is necessary to be done there?

**Mr. PRICE.** They say that the word "unapportioned" should be put in there.

**Senator BRYAN.** What you want is the language, "check assorter, unapportioned"?

**Mr. PRICE.** Yes; I can show you what their rule is, here. There is one other way we can do it, and that is that we can retain her as detailed from the money counter from the Treasurer's Office. Rule 10 provides for a money counter.

**Senator SMOOT.** I think that would be the best way to do it. Just strike this out and put in that provision for the detail of a money counter.

**Mr. PRICE.** There is one money counter detailed there from the Treasurer's Office.

**The CHAIRMAN.** Make it "check assorter, to be transferred from the roll of money counters in the Treasurer's Office, \$900"?

**Mr. PRICE.** That is all right. Thank you, sir.



## GOVERNMENT PRINTING OFFICE.

STATEMENT OF R. TAYLOR, PRESIDENT LOCAL UNION NO. 15037,  
AMERICAN FEDERATION OF LABOR, WASHINGTON, D. C.

## INCREASE OF PAY FOR LABORERS.

Mr. TAYLOR. In view of the struggle that is on foot in reference to getting an increase of wages, as a laborer, as what is known as an unskilled laborer employed in the service of the Government—

The CHAIRMAN. What department are you in?

Mr. TAYLOR. In the Government Printing Office. I am representing the common laboring force in the District of Columbia. As you know, we are the poorest paid employees—

The CHAIRMAN. This committee does not consider matters in that office. The sundry civil bill deals with the matters you refer to.

Mr. TAYLOR. I was informed by Mr. McLaren that this was the proper committee for me to appear before.

The CHAIRMAN. This subcommittee does not deal with your matter. You should appear before the subcommittee on the sundry civil bill when that bill is before it.

Mr. TAYLOR. Yes, sir; thank you, sir.

## AFTERNOON SESSION.

The committee met at 2.30 o'clock p. m.

Present: Senators Overman (acting chairman). Robinson, Bryan, Smoot, and Oliver.

## NAVY DEPARTMENT.

## OFFICE OF THE SECRETARY.

STATEMENTS OF HON. FRANKLIN D. ROOSEVELT, ASSISTANT SECRETARY OF THE NAVY, ACCOMPANIED BY L. W. C. WATTS, JUDGE ADVOCATE GENERAL; CAPT. VOLNEY O. CHASE, OFFICE OF CHIEF OF NAVAL OPERATIONS; CAPT. CHARLES P. PLUNKETT, DIRECTOR OF GUNNERY EXERCISES AND ENGINEERING PERFORMANCES; COMMANDER L. M. OVERSTREET, BUREAU OF NAVIGATION; COMMANDER EDWARD McCAULEY, JR., OFFICE OF NAVAL INTELLIGENCE; CAPT. J. A. HOOGEWERFF, SUPERINTENDENT, NAVAL OBSERVATORY; REAR ADMIRAL ROBERT S. GRIFFIN, CHIEF BUREAU OF STEAM ENGINEERING; LIEUT. STANFORD HOOPER, BUREAU OF STEAM ENGINEERING; REAR ADMIRAL DAVID W. TAYLOR, CHIEF BUREAU OF CONSTRUCTION AND REPAIR; REAR ADMIRAL RALPH EARLE, CHIEF BUREAU OF ORDNANCE; PAYMASTER GEN. SAMUEL McGOWAN, CHIEF BUREAU OF SUPPLIES AND ACCOUNTS, AND MR. CLYDE REED, CIVILIAN ASSISTANT; REAR ADMIRAL FREDERIC B. HARRIS, CHIEF BUREAU OF YARDS AND DOCKS; AND CAPT. THOMAS P. MAGRUDER, DIVISION OF NAVAL MILITIA AFFAIRS.

Mr. ROOSEVELT. As a preliminary statement, I would say merely this—that the estimates of the department which were before the House committee are only the same as the estimates of last year.

in other words, we are asking this year for what was cut out by Congress last year.

Senator BRYAN. We have the House hearings. If there are any matters you have gone into before the House committee, you need not repeat that. If there are any additional matters, we will be glad to hear from you on them.

## ESTIMATE CLERK.

Mr. ROOSEVELT. For the estimate clerk, Mr. Pugh, there is asked an increase from \$1,800 to \$2,000. All the estimate work of the Navy Department has gone up about 100 per cent in the last year and a half or two years, and it is work that in other departments is paid a good deal more than \$2,000. That was not allowed.

## SUPERINTENDENT OF MAILS AND FILES.

We are asking for the establishment of the position of superintendent of mails and files, at \$2,000. That is based on practically the same reason—the increased business of the department, which, as I say, has increased about 100 per cent in the last year and a half.

## SALARY OF PURCHASING CLERK.

We have recommended the raising of the salary of the purchasing clerk to \$2,000. He is the representative of the department on the general supply committee, and the other members of that supply committee, from the other departments, have salaries averaging \$2,000, and many of them a good deal higher.

Senator BRYAN. Is the purchasing clerk a clerk of class 3?

Mr. ROOSEVELT. The purchasing clerk is a clerk of class 3; yes.

## CARPENTER.

For the carpenter I want to put in a very special word. He gets \$900. This is on page 76, line 15. He was a carpenter at the navy yard, and the wages of carpenters down there have just been established at \$4.32 a day, and he is on the eligible list of that yard, and any carpenter we would try to get in the department would naturally prefer to be employed at the yard at higher pay than to be employed at the department at lower pay.

Senator BRYAN. He could go back to the navy yard?

Mr. ROOSEVELT. And get more.

Senator BRYAN. And get \$1,100?

## CONTINGENT EXPENSES.

Mr. ROOSEVELT. Yes; as high as \$1,300. Now, we come to the contingent expenses of the Navy Department, commencing on page 86. We recommended an increase for stationery and miscellaneous supplies of \$13,000, and the House allowed only \$3,000. The appropriation for the present year was \$57,000, and a deficiency will occur this year unless we cease buying supplies. The increase is due to the additional number of employees authorized by Congress last year—about 200, including technical employees. That was to get out these

new ships in a hurry. It was also due largely to the advance in the cost of materials. All paper and everything we are getting costs more, and also a quantity of expensive drafting supplies used in connection with the building program and public-works projects.

Senator OVERMAN. How much did we allow last year?

Mr. ROOSEVELT. The estimate was \$13,000 increase, and the House allowed \$3,000. Now, there are special cases, but I suppose the easiest way is to take up these bureaus and give about two minutes to each bureau. There are two special cases I want to refer to when we get to their bureaus.

Senator OVERMAN. Who is the next man you want to call?

Mr. ROOSEVELT. The solicitor. Is there anybody from the solicitor's office here?

Senator BRYAN. They seem to have gotten in their estimate, anyway.

#### OFFICE OF JUDGE ADVOCATE GENERAL.

Mr. ROOSEVELT. The office of the Judge Advocate General is next, page 77. I will ask Capt. Watts, whose name has just been sent to the Senate as Judge Advocate General, to speak for them. He has not yet been confirmed, but I guess it is near enough.

#### CHIEF LAW CLERK.

Capt. WATTS. I wanted to speak of the matter of the compensation of the chief law clerk in the office of the Judge Advocate General, for which an increase has been recommended by the department from \$2,250 per year to \$2,750 per year. This is the office for which a salary of \$3,000 was recommended last year by the department, and a chief law clerk at \$2,000 was authorized. This produced a situation of the chief law clerk having a lower salary than one of the law clerks, already authorized at \$2,200.

Senator OVERMAN. It makes a difference of \$50; the chief law clerk at \$2,250 and one clerk at \$2,200?

Capt. WATTS. Yes, sir. This year he has been increased to \$2,250, and the bill has passed the House.

Mr. ROOSEVELT. This is one of the two special cases that I wanted to refer to. This man Melling has been engaged on the compilation and codification of all the naval laws of the United States, pursuant to a Senate resolution, and that will be the textbook that will be a standard for a great many years, and as the result of doing that work he has become of special value to the department, and he knows more about it than any other living man. He is the kind of man who would undoubtedly make a great deal more than \$2,250 if he went outside in private practice. He is a good lawyer, and if he is a good lawyer he ought to get more than \$2,250.

Senator OVERMAN. How old is he?

Mr. ROOSEVELT. He is about 38, is he not?

Capt. WATTS. Thirty-five, I should say. He has been in the Navy Department for over 11 years. He entered in 1905 and immediately undertook the study of law at his own expense and is now a master of laws, having received his degree. He has had no increase in pay since 1911, at which time his pay was \$200 greater than that of the

chief clerks in the different bureaus of the department, which indicated then that his duties were of greater importance than those of others. They really are not comparable with them in character. His salary is now less than theirs, and the conditions that are making his work more important have increased and amplified very much in the last few years.

In addition to what the Assistant Secretary has just said, it should be noted that he has been called upon to represent the Government before a general court-martial and also in preparing the Government's case before the Court of Claims and other Federal courts.

He has also been required to deliver lectures at the Naval Academy to the midshipmen, and to a greater extent than ever before is the representative of the Judge Advocate General's office in matters involving reference to the Attorney General's office, the Court of Claims, and the Comptroller of the Treasury, and all the allied branches of the Government. In such cases Mr. Melling finds himself associated with lawyers holding similar positions under the other departments of the Government who receive far more salary than he does, showing that the character of the work he does is considered sufficiently important in the other departments to warrant a much greater salary. I would not like to specify the amounts, but in one case I know that it rises as high as \$4,000.

The importance of the office, irrespective of its present incumbent, lies in the fact that it is the only continuing position in the Judge Advocate General's office that is to be relied upon to keep up continuously with naval law.

Senator OVERMAN. Be as brief as you can, please.

Capt. WATTS. That covers the situation, I think.

#### OFFICE OF CHIEF OF NAVAL OPERATIONS.

Mr. ROOSEVELT. The next is the office of Chief of Naval Operations, which is also on page 77. Capt. Chase is here.

Senator OVERMAN. You want to insist on these estimates that were made by the department which the House left out?

Capt. CHASE. Yes.

Senator OVERMAN. Please confine yourself to those matters that you did not say before the House. We have the report of the hearing of the House committee here, and can read what you did say.

#### ADDITIONAL CLERKS.

Capt. CHASE. The estimate of the Office of Naval Operations was submitted to the department, and we asked for six clerks—one at \$1,800, one at \$1,600, one at \$1,400, one at \$1,200, and two at \$1,000 each. The department allowed four clerks and disallowed one at \$1,800 and one at \$1,600. The reasons are becoming more and more evident, as the office finds itself, for this additional clerical help. As stated in the House hearing, two of these clerks are designed for the director of gunnery exercises and engineering performances.

Senator SMOOT. If we can not give you all of the six asked or estimated for, kindly let us know which ones you have absolutely got to have?

Capt. CHASE. We ought to have those of the higher grades.

Senator SMOOT. That is, \$1,400 and \$1,200?

Capt. CHASE. Yes, sir; but we want to establish a planning section, and we have got to have two very competent clerks for that section.

Mr. ROOSEVELT. This Office of Naval Operations was established last year by law, and it practically corresponds to the General Staff of the Army. It is the brains, the organizing part, of the department—of the whole fleet.

Capt. CHASE. The reason we have come persistently for increases of this kind is that we could not ourselves know our job fully at the start. It has to develop, and I have been very particular to ask for nothing except what I thought to be a necessity. I suppose in time our needs will require a much larger clerical force, but I would not ask for more at this time.

#### TELEGRAPHERS AND MESSENGERS.

Senator SMOOT. Can you get along without a telegrapher?

Capt. CHASE. We can; we do it now; but to do so is, of course, constantly more difficult.

Senator SMOOT. And a messenger boy?

Capt. CHASE. Yes; he is needed.

Senator SMOOT. You have four telegraphers in the bureau?

Capt. CHASE. Yes.

Senator SMOOT. You think you ought to have five, do you?

Capt. CHASE. I think we ought to have five; yes, sir; because in a question of the sickness of one man or of one man having leave.

Senator OVERMAN. You have four here. There are two assistant messengers, and one messenger boy at \$600 and one at \$400. Is that all?

Capt. CHASE. Yes.

#### OFFICE OF GUNNERY EXERCISES AND ENGINEERING PERFORMANCES.

Mr. ROOSEVELT. Capt. Plunkett wants to say something about the target practice.

#### ADDITIONAL CLERKS.

Capt. PLUNKETT. Two of those clerks will come to me. We have a shortage of commissioned personnel, as you know.

Senator SMOOT. Two of the clerks at \$1,000 go to you?

Capt. PLUNKETT. Yes; the work of the office is such that we are simply swamped. The officers are trying to analyze the work of the fleet, and they can not get to it because they are simply swamped with various kinds of clerical work that a clerk can do, and the correspondence has expanded enormously in the last few years until now the officers find themselves absolutely swamped by it. The result is that we have got to have clerks there in the office to carry on the routine work, so that when the officers come back from visits to the fleet things are up to date. Things are behind in our work now, and we ask to have given us two more clerks in our office so as to keep the work up to date.

Senator OVERMAN. They are absolutely needed?

Capt. PLUNKETT. Yes; there is no doubt about it.

## BUREAU OF NAVIGATION.

Mr. ROOSEVELT. We will hear Commander Overstreet next, representing the Bureau of Navigation.

## ADDITIONAL CLERKS.

Commander OVERSTREET. The Bureau of Navigation asks for a small increase of seven clerks. Last year our allowance was 85 clerks, with a total appropriation of \$94,190. We ask for an increase of seven, which would increase the appropriation \$10,800, bringing the aggregate up to 92 clerks at \$104,990.

Senator SMOOT. You are short two clerks?

Commander OVERSTREET. Yes; we are short two clerks. There are two more \$2,000 clerks we recommend. One is to keep track of our officers' records, and the other is to be in charge of the men's records. Officers and men have increased 70 per cent in numbers since 1910, since we had the last increase, and we urgently need a \$2,000 man for each of those divisions.

I would like to emphasize the fact that the Bureau of Navigation has the same work in the Navy that The Adjutant General has in the Army, and in the War Department they have 676 clerks where the Navy Department has 85. We are hopelessly undermanned in the Bureau of Navigation.

## OFFICE OF NAVAL INTELLIGENCE.

Mr. ROOSEVELT. The next is the Office of Naval Intelligence; Commander McCauley.

## REGISTRAR.

Commander McCauley. We ask for two increases, one for a clerk that is called the registrar, an increase from \$1,600 to \$1,800, and the other for a draftsman to be raised——

Senator OVERMAN. Now, let me say to you, gentlemen, respectfully, that we know what you want, and the reasons why you want it were principally given to the House committee. If you have any other reasons we would be glad to hear them.

## DRAFTSMAN.

Commander McCauley. In both of those cases the work of those men has practically quadrupled in the last two years, both in responsibility and in quantity, and the draftsman is doing work for a number of the bureaus in the department. The work of this other man is constantly increasing, and has greatly increased. A draftsman gets more pay than that on the outside. As for the other man, the confidential work that he does would entitle him to more.

Senator OVERMAN. Have you any difficulty in holding these men?

Commander McCauley. The draftsman; yes, sir. The other man has been in the service 20 years, and I do not suppose would get out now; but I think a man in a similarly responsible position outside could get much more than he gets.



Senator OVERMAN. Those are the only ones that you are specifically interested in?

Commander McCauley. Those two, sir; the registrar and the draftsman.

Senator OVERMAN. You absolutely need these men and can not get along without them?

Commander McCauley. Yes.

#### HYDROGRAPHIC OFFICE.

Mr. ROOSEVELT. The next is the Hydrographic Office; Capt. Snowden.

#### DRAFTSMEN AND HELPERS.

Capt. SNOWDEN. I want to make a plea for the three extra draftsmen and two extra helpers we need for carrying out our work. This comes where it says "four draftsmen at \$1,800 each, four at \$1,400 each, four at \$1,200 each." We ask that it may be made five in each case. They are absolutely necessary. Also we want two helpers. There is urgent need for one additional draftsman in each class, one at \$1,800, one at \$1,400, one at \$1,200.

Then, on the other page, instead of two helpers at \$720 each we desire very much to have four helpers. Those are positively necessary for the office. Those are the only two cases in which we ask more.

Mr. ROOSEVELT. They work on the machines.

Capt. SNOWDEN. Yes; and the draftsmen work on the charts.

Senator OVERMAN. What do the helpers do?

Capt. SNOWDEN. The helpers are employed in caring for and helping—getting out the charts and books and getting it away, mailing it, and attending to the handling of charts in general, and as printers' helpers, and the force is not sufficiently large to carry on the work of the office, which has doubled in the past year. They are absolutely necessary for that branch.

The three draftsmen are absolutely necessary in correcting and making the charts. The force is so small that we can not carry out our work. The office is endeavoring to make the Navy independent of foreign sources for its charts and sailing directions. This entails a vast amount of extra rush work on the draftsman force in addition to the charting of the work of eight survey expeditions in very important waters for military and commercial purposes.

Senator OVERMAN. Is that all, Captain?

#### PURCHASE OF STATIONERY AND SUPPLIES.

Capt. SNOWDEN. There is one more item. Our office is self-supporting; that is, we have an appropriation to carry out all of the work of the office. I want to ask that you put in there in line 9, before the word "care," the words "stationery, furniture, and miscellaneous supplies," because we have a very small allowance from the Navy Department, and we can not get what we absolutely need to protect our valuable copper and zinc plates from damage and the elements and the storage of charts under that wording of the law.

Senator OVERMAN. Why is it you can not get that out of the lump sum provided?

Capt. SNOWDEN. That is a question of a decision. There is money enough there for it, but it is only a question of the wording of the law. The comptroller decided against us on the construction of the word furniture, when in reality some of the items most needed are not furniture, but necessary for the care and preservation of charts and plates.

Senator OVERMAN. They decided against you unless you have the language in the act itself?

Capt. SNOWDEN. Yes; unless we have the language in the act itself. It covers everything, but it does not specify exactly stationery, furniture, and miscellaneous supplies. It really means that, and if you will change that wording we can get what we want on the appropriation we now have. There is no extra money involved.

Senator OVERMAN. All right, Captain. Who is next?

#### NAVAL OBSERVATORY.

Mr. ROOSEVELT. The next is the Naval Observatory. That is on page 80. Capt. Hoogewerff will speak for them.

#### ASTRONOMER.

Capt. HOOGEWERFF. Senator, the House has allowed already an astronomer. That is simply to take the place of the professor of mathematics, which place was abolished at the last session.

#### ADDITION TO REPAIR SHOP.

We want to make additions to the repair shop, where we are doing work on the nautical instruments of the Navy. We are saving \$8,000 to \$10,000 a year by that shop, and we want to add two stories to it. I have the plans for the addition here.

Mr. ROOSEVELT. That is work that will pay for itself in a few years, because instead of sending on to these manufacturers the nautical instruments of the Navy practically all of the repair work is being done there by ourselves.

Capt. HOOGEWERFF. It prevents sending them out by contract, and where we did not get them back on time it cost a great deal more.

Senator SMOOT. That is to do what?

Capt. HOOGEWERFF. That is to add two stories to the nautical instrument repair shop. That item is on page 81 of the bill. The House has approved that and we would like to have the Senate concur in it.

#### PREPARATION FOR SOLAR ECLIPSE.

On page 82 there is an item "For expenses in preparing for and conducting observations of total solar eclipse of June 8, 1918, \$3,500." We want to prepare for that eclipse.

What the House did not allow us is one clerk at \$1,200 and one clerk at \$1,000.

Senator SMOOT. You simply want them, do you?

## INSTRUMENTS—NAUTICAL, AEROPLANE, AND SUBMARINE.

Capt. HOOGEWERFF. Yes. We look out for all the navigation instruments of the Navy, and now we have added to that all of the navigation and photographic instruments for aeroplanes and instruments for submarines for the Navy, and with that and our correspondence on it we can not keep up with it. We would not have been able to do anything this last year if the Bureau of Navigation, under which we are directly, had not loaned us one of their clerks.

Senator SMOOT. Can you not get them to do that again?

Capt. HOOGEWERFF. No; because they are as hard up as we are. It is a question of the expansion of the Navy, where you have to get instruments for these aeroplanes and submarines that they have never had before, and we have to correspond with makers, and then we have to test the instruments out, and the correspondence is very large. It is a matter of being snowed under unless we get these clerks. No matter how the officers try, unless these letters can be written, the thing goes under, the business stops with new things like aeroplanes and submarines, you can not go out into the market and buy these instruments, because the things are non-existent, and we have to get hold of such people as we can get to make them, and get them to make experimental instruments, and then they have to be tested. For instance, there is photography from aeroplanes. That has never been done in this country; and we have to correspond with all of the people that we think can make what we want; and then when they finally consent to make some for us we have to take what they make and test it and try it out and see what it will do. I am not overstating the thing at all when I say that our correspondence has increased in the last two years 300 per cent.

## BUREAU OF STEAM ENGINEERING.

Mr. ROOSEVELT. The next is the Bureau of Steam Engineering. Admiral Griffin.

## CHIEF OF DIVISION OF FILES AND RECORDS.

Admiral GRIFFIN. There was an estimate for a chief of a division of files and records in lieu of a clerk of class 2, and under contingent for a blue-printing outfit. The only thing that I can add to what I said before the House committee is—and it was suggested by a member of the House committee in explaining why they did not approve the blue-printing outfit—that we now have to send out considerable of our work, and of course it has to wait until other people's work is done. We have contracts now for some vessels that have a bonus clause attached providing \$700 a day. The drawings of machinery are submitted to us for approval, and if we fail to make blue prints and return them promptly, the Government has to pay \$700 a day for that delay. The blue-printing machine we have is practically worn out. It is not at all adequate to the work that we have to do.

Senator BRYAN. How many did you want, Admiral? You only asked for two, did you not?

## BLUE-PRINTING MACHINE.

Admiral GRIFFIN. I am talking about a blue-printing machine.

Senator OVERMAN. That is a separate estimate, is it not?

Admiral GRIFFIN. Yes; that is under contingent expenses, page

47. Now, if I might finish, while I am on that——

Senator BRYAN. Yes.

Admiral GRIFFIN. I will come back to the other matter later. We asked for an additional blue printer in order to have a force adequate to operate the new machine, and he was allowed.

Senator OVERMAN. You need that?

Admiral GRIFFIN. Yes; but we were not allowed the new machine.

Senator OVERMAN. If you do not get the new machine, you will not want the man?

Admiral GRIFFIN. If we do not get the new machine, we do not want the man, and if we do not get the machine the Government runs a great risk of having to pay \$700 a day bonus for delays that might result by reason of our not having equipment adequate for the work we have to do.

The other item in the estimates, for a chief of the Division of Files and Records, in lieu of a clerk of class 2, merely places our chief file clerk on the same basis of pay as the chief file clerks in the other bureaus which do a corresponding amount of work. Our clerical force itself is numerically smaller than that of other bureaus that do a corresponding amount of business, and the clerk for whom this is asked is specially meritorious.

Senator BRYAN. Senator Shafroth left with me a letter which you wrote to him. Do you want that to go into the record?

Admiral GRIFFIN. Yes; if you please.

The letter referred to is as follows:

NAVY DEPARTMENT,  
BUREAU OF STEAM ENGINEERING.  
*Washington, D. C., January 3, 1917.*

My DEAR SENATOR SHAFROTH: The bearer of this, Mr. Warman, is a clerk in this bureau, and an exceedingly good one, for whom the Secretary of the Navy has for two years recommended an increase in pay, in order that his salary might be the same as that of clerks in other bureaus of the Navy Department doing similar work, and also to make it commensurate with the quantity of work he does.

The Secretary has sent, or will send, to the chairman of the Appropriations Committee a request for the appointment of a chief of division of files and records, in lieu of one clerk of class 2, which is the provision intended to fit Mr. Warman's case; and I should be very thankful, indeed, if you could do something to assist in its adoption by the Senate committee. I would not ask it except that Mr. Warman is an exceptionally good clerk, and one whose work fully merits every cent that is asked for him.

I might add that, from the varied character of the technical work of this bureau, Mr. Warman's duties as chief file clerk require a very high order of intelligence, in order to satisfactorily meet the requirements of the position.

Sincerely, yours,

R. S. GRIFFIN,  
*Engineer in Chief, United States Navy.*

Hon. JOHN F. SHAFROTH,  
*United States Senate, Washington, D. C.*

Admiral GRIFFIN. I have with me the letters which the Secretary intended to send to the chairman, which he authorizes me to present, but I have covered the subject and it will not be necessary to include the letters, except to say that the Secretary approves them.

The clerk who will be the chief beneficiary there is an exceptional man.

Now, we have some supplemental estimates. I would like for Lieut. Hooper to explain them.

Senator OVERMAN. We will be glad to hear from Lieut. Hooper.

RESEARCH LABORATORY AT BUREAU OF STANDARDS.

Lieut. HOOPER. Last year a provision was made for a combined research laboratory at the Bureau of Standards for the Navy Department, the War Department, and the Bureau of Standards. This building is now being constructed, and we are asking for six experts as personnel for that building.

The radio-research work is going to be very important. You probably read in the newspapers the marvels that we are undertaking and gradually accomplishing, and we have heretofore carried on that work in our navy yards, but it has gotten to be so important and of such proportions that it is out of the question for the navy yards to do it.

The navy yards find it impossible to do this work, especially as they are doing manufacturing work now, and have no time at all for research. We have been able to keep ahead of other nations, with perhaps the exception of Germany, in the past with our navy-yard laboratories, but now our navy-yard work is practically stopped because of the manufacturing work and other work carried on there, and it is going to be so important that we need have these men in this laboratory to do that work.

Senator SMOOT. We gave you an increase last year, did we not?

Lieut. HOOPER. That was for our bureau personnel.

Senator OVERMAN. Did we not give you two radio experts?

Lieut. HOOPER. That was for the administrative work of the bureau itself.

Senator OVERMAN. It was for the purpose of going ahead with the very thing you are talking about, was it not?

Lieut. HOOPER. That was for the purposes of the Bureau of Steam Engineering work, and this is for the research laboratory which is a separate thing under the bureau, located at the Bureau of Standards.

Senator OVERMAN. Ought not this properly to come under the Bureau of Standards?

Lieut. HOOPER. This is to combine the work of the different departments of the Government, really. The Bureau of Standards has about six men in their laboratory, and they do a certain part of the work. They do the calibration and testing of instruments, and that sort of thing.

Senator OVERMAN. These men are for a building erected at the Bureau of Standards?

Lieut. HOOPER. Yes.

Senator OVERMAN. Ought not they properly to come in under the bill, where we provide for the Bureau of Standards?

Lieut. HOOPER. That was worded so as to be for the use of the different departments of the Government, and we have a committee with one member representing the War Department, one the Bureau of Standards, and another the Navy Department, of which latter

department I am the representative, to administrate the work of that building. We have a list of problems we are getting up for the service of the Government departments, and we divide them among the different men in the laboratory, depending upon what character of work it is, whether for the War Department or for the Bureau of Standards or for the Navy Department; and then in addition these men have their own work to handle. The Navy has its problems, the Bureau of Standards has problems in connection with the testing in connection with patent cases and various standards of work to be tested for outside companies, and the War Department has its work in connection with field-set tests and automobile tests, and so on. The men authorized last year are really to administrate the work. They are right there with me in the Bureau of Steam Engineering, and their work is of that kind. One of them handles the ship-apparatus work, the other handles shore-station work, and this takes all their time.

We have heretofore apportioned the experimental work out among the different yards, and they have been handling it; but now we have decided we must have a laboratory and we must get it away from the navy yards, because the navy yards, when we tell them to do things, are so busy repairing ships, testing sets, and making sets, and things of that kind that we do not get ahead in research work at all. The only thing we are lacking is the research end of it. We have an administrative organization which is all right, and all we are lacking in is the research laboratory. In any business organization you have to keep the research separate from the routine work and manufacturing work. The operation has to be kept separate from the material part of it, and the research and material have got to be kept clear of the manufacturing work, and the research branch is the one we are weak in. We want to be able to go ahead, and these men are absolutely necessary.

#### BUREAU OF CONSTRUCTION AND REPAIR.

Mr. ROOSEVELT. The next is the Bureau of Construction and Repair, Admiral Taylor.

#### SALARIES OF CLERKS.

Admiral TAYLOR. Senator, you have my testimony before the House committee. I would simply like to call attention to the fact that those hearings, at the request of the Secretary, were not on the basis of the estimates as originally submitted, but on the proposed increase, making the chief clerk a civilian assistant and two principal clerks at \$2,100.

Senator BRYAN. An increase of salaries?

Admiral TAYLOR. Yes, sir; and in connection with that I would only say that my testimony went into that matter fully, but it is difficult to understand without some diagrams which I showed to the House committee but which were not printed in the House hearings, and I would like to submit them to you, if you care to look at them. That was simply to demonstrate the proposition that the Navy Department was the poorest paid, as regards civilian employees, of all departments, and the Bureau of Construction and



Repair the poorest paid department in the Navy Department [indicating diagram]. You see the Navy Department has a predominant number of employees at \$1,000, and when you come to the upper grades it has about the lowest percentage of any department. This shows the Bureau of Construction and Repair. You see we are chocked up with people at \$1,000 and \$1,100, and we have a very small percentage in the upper grades—practically none.

BUREAU OF ORDNANCE.

Mr. ROOSEVELT. The Bureau of Ordnance is next, Admiral Earle.

ADDITIONAL CLERKS.

Admiral EARLE. The Bureau of Ordnance asks simply for two additional clerks, one at \$1,200 and one at \$1,000 per annum. The argument for the additional clerks is that the bureau found that that was the minimum number with which we could do the work. The increasing amount of the work can be seen plainly by the fact that last year we had \$30,000,000, and this fiscal year we have \$108,000,000, to handle. We think we can do it with two additional clerks.

Senator SMOOT. One at class one and one at \$1,000?

Admiral EARLE. Yes.

Senator OVERMAN. Very well.

BUREAU OF SUPPLIES AND ACCOUNTS.

Mr. ROOSEVELT. The next is the Bureau of Supplies and Accounts, Admiral McGowan.

CLERICAL FORCE.

Mr. MCGOWAN. Senator, what we are asking is just not to have our organization destroyed. We want to do this work, the work for which we estimated last summer; the work that was thrown on us in the Bureau of Supplies and Accounts.

Senator OVERMAN. Did we not give you all you asked for last time?

Mr. MCGOWAN. No, sir; no, indeed. I am sorry to say you did not. If you had, I would not be here to-day, except to thank you.

We are asking one clerk less than we asked last year, and in the meantime this tremendous defense program has been undertaken. As I think I mentioned when I was here before, the increases in all these bureaus are reflected in the Bureau of Supplies and Accounts, which is simply a public-utility concern. It works for them all and serves them all, or tries to; how well, I would rather let my superior officers state.

We asked \$5,300 in the way of increased pay of persons already there, and for \$14,000 for new persons to be added to the force. The House committee saw fit to nearly double the increases in pay—that is promotions—but put it in the wrong place. That is to say, it was a \$9,700 increase by percentages of 10 per cent up to \$1,100 and of 5 per cent from \$1,200 to \$1,800, which does us very little good. I will not say that it will not do any good. Anything helps a little. But the House has doubled the increase for promotions that we have asked, and yet it has not given us 10 per cent of the help that

he \$5,300 would have given us if placed at the top. It makes it impossible for us to promote four most deserving experts, who, although they are rated as clerical, are experts because they use their heads instead of their hands.

Somebody has said that anybody is worth as much as anybody else from the neck down, and that is about \$1.50 a day. Now, with all due respect to my brothers in the departmental bureaus which are doing splendid work, and they are, when we come to make a comparison—and I hope they will get every cent they ask for—they are talking about clerical people only; and when I get through I, too, am only talking about people rated as clerical, but they are working from the neck up. They are only rated as clerical; my force is entirely clerical, so called. But although they are known and rated as clerical in their rates of pay, they are away over and beyond other clerical employees when it comes to the actual headwork they have got to do. I think Mr. Roosevelt will bear me out in that.

They are, many of them, expert business men; and every one of them at or near the top is, in effect, an efficient engineer. Nowhere else in the world, so far as I know, is a business man held down to a clerk's status and a clerk's wages; but these men of mine are made to suffer financially because they are rated wrong, and are thus twice over the innocent victims of erroneous nomenclature.

As to the new positions, we are only asking for such as have been twice estimated for and that have twice passed the keen and critical scrutiny of the responsible superior officials of the Navy Department. If I could get some of you or all of you to come down there and see what we are doing and what we are trying to do, you would realize that it is not simply my warm southern blood that makes me so intense as I beg and plead with you to-day, but it is the enthusiasm that comes from the ardor of conviction. I do not want that machine destroyed, and there is grave danger of its being destroyed unless we get something like what we ask for here. Only yesterday I chased out of the office a man who had been employed there, and who was making \$1,200, a fairly good man, who got transferred somewhere else, and who was sneaking back in there to try to get some of my other people.

Now, this amount, double the amount we asked, for promotions, allowed as it is, does not help us in the least for the reason that this procession from the Bureau of Supplies and Accounts (the training school) to the other departments of the Government, which is going on all the time, has not stopped. It has not helped at all, when you raise us all equally. It does not help when you merely raise all on the same basis. Therefore we are facing now an inability to handle the actual work day by day, and, when Supplies and Accounts breaks down, the Navy Department is in a mighty bad fix, and so is the fleet.

Senator BRYAN. Have you estimated the aggregate amount of increase?

Mr. McGOWAN. Yes.

Mr. REED. It would be \$9,772 for Supplies and Accounts?

Mr. McGOWAN. As against the \$5,300 I asked for. They allowed me nothing for new positions, and they apparently did not—

Senator BRYAN. And that plan would not benefit you at all, in comparison with your plan?

Mr. McGOWAN. It would not help me at all. They gave me double the amount of money and it gives me about one-tenth the amount of help.

Now, as to the additional people, they are not paper men. They are real men. We need them and have got to have them.

I wish you would insist upon Secretary Roosevelt telling you more about this, because I do not want to have to tell you about the work that my people are doing, because it looks as if I was praising myself, but, so far as I am concerned, I am entitled to little of the credit for it.

Senator BRYAN. I would like to have an opinion from you as to the comparative benefits that would accrue from the blanket increases of 5 and 10 per cent and the increase worked out and recommended by the department.

Mr. McGOWAN. I think it is difficult to put them on a comparative basis, because they affect such an entirely different class of employees. Undoubtedly the lowest-grade clerks, in my judgment, require an increase merely to take care of the cost of living; but, on the other hand, it is true that certain classes of employees in the various departments—for instance, the Navy Department—who are more or less experts in their own line, such as the chief accountants and civilian assistants and chief clerks of bureaus, are undoubtedly, where they are good men—and in nearly every case they are good men—are getting less, by far, than they could get anywhere else outside.

Senator SMOOT. That is the case in all the departments.

Mr. McGOWAN. That is the case in all the bureaus of all the departments.

Senator BRYAN. Well, that is what I think, too.

Senator SMOOT. May I ask what department of the Government your employees from your bureau go into?

Mr. McGOWAN. They go all around, into the Department of Agriculture and many others; and many of them go into The Adjutant General's department of the Army.

Senator SMOOT. The reason I asked that is because nearly every one of the heads of these departments claims that their clerks are leaving them and going to other departments.

Mr. McGOWAN. Did anybody ever say that they came to the Bureau of Supplies and Accounts?

Senator SMOOT. So that I want to find out, you know, where that one department is which is drawing all of the good clerks away from the other departments.

Mr. ROOSEVELT. Our losses so far outweigh our gains from the other departments that there is no question about the relation between the two.

Mr. McGOWAN. The records show that in 18 months, the first 15 months I was there as Paymaster General there were 33 per cent of the total force of the Bureau of Supplies and Accounts left by transfers sought by themselves. That tells the tale; and, as I say, when I speak of the civil force of the Bureau of Supplies and Accounts I include everybody. They are not rated as technical, but they are very technical. The assistant secretary well knows the things we are trying to do under his direction, day by day. Right now, to-day, we have got big things to do, for which anybody

outside would be getting at least double what those men there are getting.

## SALARY OF CIVILIAN ASSISTANT.

May I add just one word about Mr. Reed? He is down there, estimated, for a \$500 increase in pay. He is civilian assistant. That is covered by the estimates. Mr. Reed, in addition to being civilian assistant, is chief clerk. In fact he works not only for the Bureau of Supplies and Accounts but for everybody. There are constant calls on him from the various offices and bureaus in the Navy Department, and he is at the beck and call of everybody. He had a long tour of duty in the Secretary's office. He is a financial and appropriations expert. He knows the laws by heart, almost. And more than that, during the entire military occupation of Haiti, Mr. Reed was in fact the financial administrator of Haiti. You never heard of him; no; because he is a mere civilian and a mere clerk, so called; but that man did the brain work. I got the credit, as usual in the department. I simply initialed it. He did the whole business, and he did it mighty well. Down there they were handling \$500,000 or \$600,000 a month. The officers on the spot did beautifully, so far as I know, and there is nothing to complain of; but Mr. Reed did the brain work.

Lately he has taken over the Republic of Santo Domingo, so far as expert legal advice on that subject is concerned. He is doing it now and is not getting a cent for it.

The Danish West Indies are coming in pretty soon, and right on Clyde Reed's shoulders will go the work.

Senator SMOOT. He is the civilian assistant of the Bureau of Supplies and Accounts?

Mr. McGOWAN. He is civilian assistant to the Bureau of Supplies and Accounts.

Senator SMOOT. You did not estimate for an increase for him?

Mr. McGOWAN. Yes. He is the law clerk, the appropriations expert, and handles a mass of general administrative duty. The wonder to me is that he has stayed as long as he has.

Senator SMOOT. The wonder to me is that we do not arrange some kind of an agency, either in the department or appointed by Congress, to take up just such a case as that and pay that man what he is worth—not \$3,000 but four or five thousand dollars, because he is worth that much to the Government—and then go to work and find other people here that I know in some of the departments who are paid twice what they are worth, or twice what they could get in any other place on earth.

Mr. McGOWAN. There are undoubtedly such cases.

Mr. ROOSEVELT. Yes.

Senator SMOOT. Well, I know them. I say that is what I am surprised at.

Mr. McGOWAN. I think you will find little of that in the Bureau of Supplies and Accounts. There is as little as I can have there with Mr. Roosevelt's assistance.

Senator BRYAN. You want these clerks?

Mr. McGOWAN. Yes. We must have them. May I add one word about this civilian assistant?

Senator BRYAN. Yes.

Mr. McGOWAN. Down in the Republic of Haiti there are 11 pay clerks of the Navy working out the details that he originates in his brain, and they get \$150 a month extra—\$1,800 a year—to carry out the details that this man originates. He certainly ought to have that \$500 increase, if you will permit me to say so.

The following memorandum was submitted by Mr. McGowan:

The increased expenditures for 1918 under the 5 and 10 per cent increase allowed by section 7 of the pending bill will be \$9,772; but it is not believed that the same results will come from this flat increase as if the specific increases in salary requested are allowed. The flat increase applies to all departments of the Government and does not in any way remove the disparity between salaries in Supplies and Accounts and other Government offices and will have no effect in stopping the transfer of our men to other offices.

But, if the specific increases asked for are allowed, it will mean substantial promotions for the employees whose work is particularly deserving and it is believed will make it possible for Supplies and Accounts to retain the clerks and other employees who can least be spared.

Supplies and Accounts' estimates were given a careful scrutiny by the Secretary and the Assistant Secretary of the Navy, the latter being in particularly close touch with the work of Supplies and Accounts; and the estimates were not approved until they had been thoroughly convinced that the amount requested was the least which should be allowed in order to maintain the organization in proper condition to carry on the constantly increasing work which has been imposed upon it by the enlargement of the Naval Establishment and the plans for preparedness which are being carried out on lines laid down by the General Board and under the direction of the Chief of Naval Operations.

Supplies and Accounts' employees are all rated as clerks, although as a matter of fact many of them have to be experts and practically technical men, although not so designated. In the material bureaus, much of the high-grade work similar to that performed by Supplies and Accounts' supervisory force is done by draftsmen and other technical experts who receive from \$2,000 to \$4,000 per annum. For this reason, a comparison of the percentage of employees in the various clerical grades in other bureaus with the numbers in Supplies and Accounts is not exactly fair to Supplies and Accounts.

#### INCREASE IN PAY OF CIVILIAN ASSISTANT.

The first item of increase is that of \$500 in the pay of the civilian assistant—from \$2,500 to \$3,000. This item was added by my own direction after Mr. Reed, who has supervision over the civilian force—among his other manifold duties—had prepared the salary estimates for the year and had submitted them to me for approval and transmittal to the Secretary of the Navy.

I desire to read a portion of the letter to the Assistant Secretary of the Navy in which I recommended favorable action upon this increase.

Let me also call attention to one other feature of Mr. Reed's work. During the period of the military occupation of Haiti, which continued for about one year, from August, 1915, to August, 1916, the finances of Haiti were administered by naval officers on the ground, under directions issued from Washington. As the financial adviser of the Navy Department, these matters were referred by the Chief of Naval Operations to the Bureau of Supplies and Accounts, where they were turned over to Mr. Reed to handle; and it was actually he who was directing the administration of the financial affairs of Haiti, involving collections and disbursements amounting to between \$500,000 and \$600,000 per month, and settling questions which were raised by the high-ranking officers who were on the ground. Mr. Reed is now in a similar manner handling the financial administration of Santo Domingo, so far as pertains to the American military occupation now in existence there.

One other thing, and in this Mr. Rea will bear me out: In preparing, as required by law, the statements showing new offices created and offices in which salaries have been increased, etc., when it came to an analysis of the personnel legislation contained in the last naval act it was necessary for Mr. Rea and Mr. Shields to call on the Navy Department for assistance. Mr. Reed prepared



he necessary tables, and I am sure that he is the only person who has sufficient knowledge to have done so.

To me it appears to be only a matter of simple justice that the pay of the civilian assistant should be increased, particularly in view of the unusual qualifications of the present incumbent.

OUR PRINCIPAL CLERKS AT \$2,100 IN LIEU OF FOUR CLERKS OF CLASS 4 AT \$1,800.

One of the arguments which has been advanced in connection with the statement that the salaries of Government employees have not been increased since 1854 is the fact that while the pay of fourth-class clerks was fixed at \$1,800 in 1854 many positions paying higher salaries than \$1,800 have been created since that time. That statement is true, so far as concerns other departments, but in the Bureau of Supplies and Accounts there are only three positions paying more than \$1,800 at the present time—a chief accountant and two chief bookkeepers. Furthermore, there are only six positions which carry with them a salary of \$1,800.

In view of the importance and volume of the work, it does not appear reasonable that only 9 out of a total of 107 civilian employees should receive salaries amounting to \$1,800 or more per annum, and it is to correct this inequality to some extent that provision has been made in the estimates for an increase in the number of higher-paid employees.

#### MISCELLANEOUS INCREASES.

The remaining 26 increases, which require only \$3,400, are intended as promotions for the leading clerks in each grade, and also provide for the elimination of seven of the positions now authorized at \$900, substituting therefor \$1,000 places.

While the Civil Service Commission has an immense number of eligibles on its lists, the stenographer and typewriter register has been exhausted at frequent intervals, and it frequently happens that 10 or 12 persons decline appointment before one can be found who will accept. Under these conditions it will readily be seen that the best of the people who take the civil-service examinations are not coming into the Government service at this time, due largely to the much higher wages which are being paid in commercial business.

#### ADDITIONAL EMPLOYEES.

Additional employees included in the estimates are:

4 principal clerks, at \$2,100 per annum-----	\$8, 400
1 principal clerk, at \$2,000 per annum-----	2, 000
2 clerks of class 4, at \$1,800 per annum-----	3, 600
Total -----	14, 000

These additional employees were requested in the deficiency estimates submitted at the last session of Congress, but were not allowed. The estimates then submitted called for 21 additional employees at a total compensation of \$30,000, and there were allowed 13 employees at a total compensation of \$14,280. The positions not authorized were eight, at a total compensation of \$15,720.

An analysis of these figures shows that 62 per cent in numbers was allowed about 48 per cent in money, but only about 33 per cent in added motive power. In other words, had the 8 additional employees been allowed at a compensation of \$15,720 instead of 13 at a compensation of \$14,280 twice as good results would have been achieved. The high-paid men are necessary to do original work, with lower-paid stenographers and clerks to handle the additional routine, but the employees who have been obtained at the lower salaries are not competent to handle original and supervisory work.

We are asking, therefore, for just the men we did not get last September. The need for them was apparent then, and as the increasing volume of work is felt more and more the necessity for their employment is still more apparent.

It is not intended to use these seven additional positions for the promotion of any of the present clerical force, but to secure wherever possible under civil-service rules men who are experts in the particular line required.



An added necessity for these additional experts is the possibility that two or more of the battle cruisers will be constructed at private ship plants on a cost-plus-profit basis, which will largely increase the supervisory responsibility of the accounting division in connection with keeping proper record of costs and preventing undue charges.

The seven additional experts are not the maximum which will be required as the Navy increases, but are the minimum with which the work can be promptly and properly handled at this time.

Due to the failure to provide the expert assistance requested and the fact that the present force has been worked to the limit to keep up with the current work without being able to branch out into new and important fields, the desired progress in the intensive study of world markets has not been made.

The logistics plans relative to resources of supply require the compiling of the sources of supply of at least 40,000 articles—the quantity produced by each concern in the United States, the quantity exported in peace times, the quantity imported in peace times, and the quantity required for war needs.

There must also be learned the source—foreign or domestic—of raw materials entering into the finished products and the commercial demands which must be met even in war times.

Purchasing requires the widest knowledge, and, while no one man can know what thousands of specialists in different lines know, we can get (and should have) men who know the fundamentals and are able to apply this knowledge to the Government's benefit.

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NAVY DEPARTMENT.  
BUREAU OF SUPPLIES AND ACCOUNTS.  
*Washington, D. C., October 7, 1916.*

To: The Assistant Secretary of the Navy.

Subject: Recommendation for increase in pay of civilian assistant.

Under date of August 28, 1915, I placed the following indorsement on an application of Mr. Clyde Reed for two weeks' leave of absence:

"In inviting attention to the very exceptional merit of Mr. Reed's work for the Navy, it is but right to point out that in the many schedules he has made for increasing the pay of others he has never once mentioned (or thought of) himself.

"Such work and such an attitude are, in my experience and observation, most extraordinary; and I am free to say that Mr. Reed's services to the United States are to my personal knowledge worth many times the modest salary he receives."

During the 14 months that have intervened since the foregoing was written I have had every reason to value Mr. Reed and his work even more highly than I did then—possibly because he is improved; possibly because I appreciate him more; possibly both. However that may be, I am convinced that he ought to get more pay than he does. This statement is not based on any idea that if his services are not fully paid for he is liable to quit. He will never do that because he is not of the quitting kind; but I think that the Government ought to try to pay Reed something like what he earns.

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Although most people are not aware of it, Mr. Reed is not only civilian assistant but also chief clerk and law clerk and estimate expert in and for the Bureau of Supplies and Accounts, but he also habitually performs very important work for other bureaus and offices throughout the department, being called on continually to give advice and information and to do things that it looks like nobody else knows exactly how best to do.

So far from objecting to this, I am delighted to share Mr. Reed's talent with all others in the Navy Department who, in reason, care to avail themselves of his very unusual training and natural bent for solving knotty problems. It is all for the Navy, and it is distinctly helpful to have a man like that around subject to call. The fact that he is so generally useful, however, enters into the question of the rate of pay to which he is of right entitled; and I have accordingly given orders to Mr. Reed that, in the preparation of the preliminary estimates, there be included a recommendation, entirely my own, that his salary be increased by the very modest sum of \$500 a year.

McGOWAN.

## BUREAU OF YARDS AND DOCKS.

Mr. ROOSEVELT. The next is the Bureau of Yards and Docks, Admiral Harris.

Admiral HARRIS. Gentlemen, my hearing before the House Appropriations Committee was not on the basis of the estimates but on the basis of the additions, which Secretary Daniels stated to me I was at liberty to discuss with the House committee; and that is all contained here in the House hearings.

Senator BRYAN. Of course we can not go above the estimates.

Admiral HARRIS. I want to explain that.

Senator SMOOT. Is there anything that the House did not give you?

Admiral HARRIS. The House gave me everything in the estimates.

Senator SMOOT. That is what I thought.

Admiral HARRIS. The hearings here were based on some additions that the Secretary of the Navy said he was going to submit as additional estimates.

Senator SMOOT. That is in the hearings?

Admiral HARRIS. That is in the hearings.

Senator SMOOT. You want the additional as recorded in the hearings?

## EMPLOYMENT OF DRAFTSMEN IN DISTRICT OF COLUMBIA.

Admiral HARRIS. Yes; and the necessity is already explained. Now, there is only one other thing, and I would like to invite the attention of you gentlemen to that in the hearings before the House committee, on page 304. That is the restriction on the employment of skilled draftsmen in the bureau at Washington. It involves no additional money. This is not an appropriation. The appropriation is made by the Naval Committee under "Maintenance, Yards and Docks"; but this is a clause restricting the amount that may be paid for the employment of skilled draftsmen in the bureau in Washington, and I attempted to explain that in that hearing, but I am afraid I did not make it quite clear. I want to emphasize the fact that unless this restriction is entirely removed, or the limitation which they have made is materially further increased, in undertaking the work appropriated for we can not carry it through rapidly.

Senator SMOOT. Was not that restriction put on the last appropriation bill?

Admiral HARRIS. Yes, sir; and it was materially increased with a view to helping us to expedite this designing work for the new construction. But even with that material increase we are unable to do what we should do.

Mr. ROOSEVELT. That restriction has always been there.

Admiral HARRIS. There has always been a restriction, but I would like to say this, and bring it out: I do not think that I brought it out before the House committee. You might as well insert in your bill that the Government shall not spend more than \$50,000 a year on brick masons as to put that restriction on draftsmen, because the amount of money you spend on draftsmen or on brick masons or on carpenters or on shipbuilders or on steel workers bears a relation to the authorization of the appropriation you make for that work.

Mr. ROOSEVELT. There is one point I can bring out that is quite illustrative there. For instance, the Bureau of Ordnance has the same restriction, but the navy yard here is not considered in Washington. It is a separate thing. Therefore all they have to do is to telephone to the navy yard and employ all the people they want around here to do the work there. The Bureau of Construction and Repair can have work done at any of the yards that are doing construction, but the Bureau of Yards and Docks has practically all their people right here in the bureau to make plans for their buildings. You can get around the law with the other bureaus, but you can not with them.

Admiral HARRIS. Why, just to show you how important this is, yesterday the Secretary spoke to me about an extension at Annapolis. He is going to send in a letter to-day to the President containing the recommendation to extend the Naval Academy. He wanted to know how long it would take me to prepare the plans for those buildings and how long it would take to start the work. I told him the best I could do was to put 25 men at it, draftsmen, and I hoped to finish it in three months, and yet I will have to take those 25 men from work which is just as important. They are working on dry-dock work and work for fitting these navy yards for shipbuilding. I will have to stop that work and put them on this Naval Academy work. In other words, this restriction is simply serving to hold back the work which you so much desire to expedite.

Senator SMOOT. We will have to have legislation for that, and after that we can give you latitude.

Admiral HARRIS. But I ought to get up the plans before you give the appropriation.

Senator SMOOT. I think that ought to be enlarged. We understand that. Of course, you understand why that restriction was put in there. Many of the departments would have all their clerks in here from the field if there was not a restriction in there like that.

Admiral HARRIS. That may be true, but the work of the draftsman is a part of the building.

#### DIVISION OF NAVAL MILITIA AFFAIRS.

Mr. ROOSEVELT. The next is the Naval Militia.

Capt. MAGRUDER. The Naval Militia asked for a very small increase in the clerical force, stationery, printing, etc. No increase was given. The necessity for the increases asked will be found in my statement before the House committee.

#### INCREASE FOR STATIONERY.

There is one thing, however, that has taken place since then, and that is, owing to the increased cost of paper, etc., our appropriation for stationery has been more than half expended up to the 1st of December. Also, the Division of Naval Militia Affairs is taking cognizance, to a certain extent, of the preparations for the training of civilians (naval training) next summer. We have no clerks for attending to that work, and my own clerks must do that; so that I would like very much to have another clerk, and I suggest that I be allowed at least one clerk of class 4. There is allowed in this bill one

chief clerk at \$1,800. That is the only increase the Naval Militia gets from the bill—an increase of \$200 for the chief clerk.

There is another clerk in the division who looks out for the accounting and disbursing returns from the Naval Militia pay officers. We have 10,000 Naval Militia men this year, and the Government is expending a great deal of money training them. They are increasing rapidly, and the clerical work is correspondingly increasing.

#### ADDITIONAL CLERK.

I would like very much to have an additional clerk of class 4, or one clerk of class 3 or 4, whichever the committee may see fit to give. There will be a very large number of civilians asking for details in regard to the training for this next year, and the correspondence so entailed will be great.

Senator OVERMAN. You want a clerk at \$2,000 and one clerk of class 4?

Capt. MAGRUDER. Yes.

Mr. ROOSEVELT. We hope to get 10,000 civilians into the militia next year to take the course.

Capt. MAGRUDER. Now, about the increase in the item of paper, stationery, and printing—

Senator SMOOT. I see this here, and you want that, but that is for "Miscellaneous expenses, including stationery, furniture, office equipment, postage, typewriters, and exchange of same," etc.

Capt. MAGRUDER. The stationery is the big item. Up to December 1 we have spent for stationery \$1,000, and two-thirds of our appropriation for the current year was expended by December 1.

Senator SMOOT. I was figuring the other day what the paper cost the Government Printing Office, and it will cost us \$1,200,000 more this year than last year.

### UNITED STATES BUREAU OF EFFICIENCY.

#### STATEMENT OF HERBERT D. BROWN, CHIEF.

Senator SMOOT. This is on page 29 of the bill. The Bureau of Efficiency got everything they wanted?

Mr. BROWN. Except \$17,000. I will try not to repeat anything that was said in the hearings before the House committee. To be as brief as possible, I should like to say that if you will give us the additional money that we have asked for, \$17,000, we will lay before you, within a year, finished plans which will save the Government about \$1,000,000 a year. That is the whole story in a nutshell.

That saving will be made up in this way—

Senator SMOOT. We do not care about that; we are going to give it to you.

Mr. BROWN. Well, if that is satisfactory to you—

Senator SMOOT. Go on, if that is all you want.

#### SALARY OF CHIEF OF BUREAU.

Mr. BROWN. No more money, but merely a different way of distributing the money, Senator. There is a very painful limitation on

the appropriation as it now stands, of \$4,000. I suppose you gentlemen have all heard about that before. I feel very much aggrieved over it. I am getting \$800 a year less working for the Government now than it was paying me eight years ago, and I feel that I am worth more than I was then.

Senator SMOOT. How is that you are getting that much less?

Mr. BROWN. Eight years ago I had charge of a joint congressional investigation of which Senator Gallinger was chairman, and I got \$4,800 a year then. Now I am getting \$4,000. Since then I have had eight years' experience.

Senator SMOOT. You want this \$4,000 raised to \$5,000?

Mr. BROWN. I should like to have it raised to \$5,000; yes, Senator, and I should like to have a provision which I have drafted put in here so that I may receive \$6,000.

Senator SMOOT. You want that \$5,000 limit, with an amendment suggested by you?

Mr. BROWN. Yes.

Senator SMOOT. Will you put that amendment in the record?

Mr. BROWN. Yes.

(The amendment referred to is as follows:)

*Provided*, That no person shall be employed hereunder at a compensation exceeding \$5,000 per annum, except that the salary of the chief of the bureau shall be \$6,000 per annum while the office is held by the present incumbent.

#### INVESTIGATION OF SUBTREASURIES.

Mr. BROWN. There are three other amendments that I should like to submit that I believe are worth while. One of the items that make up the saving of a million dollars that I spoke of is the discontinuance of the subtreasuries. If we are directed to investigate this subject, we believe that we can submit plans which you will approve whereby the subtreasuries may be abolished. They are not necessary, we believe, and we should like to have authority to make a report on them. I have here a provision directing such an investigation.

Senator OLIVER. Have you not authority under the enabling act?

Mr. BROWN. We have permission, Senator. We have no authority to go into an office where there is any opposition; and for that reason we should like to have this amendment added to the appropriation bill:

*Provided*, That the Bureau of Efficiency shall investigate the work performed by the subtreasuries and report to Congress at the beginning of the next regular session what part of the work of the subtreasuries may be transferred to other offices of the Government or banks of the Federal Reserve System; and for the purpose of this investigation the representatives of the Bureau of Efficiency shall have access to all necessary books and other records of the Government.

(Informal discussion between the members of the committee followed.)

#### INVESTIGATION OF COMPENSATION OF EMPLOYEES OUTSIDE OF GOVERNMENT EMPLOYMENT.

Mr. BROWN. May I say just a word in connection with the subject which you have been discussing?

Senator BRYAN. We would like to have it.



**Mr. BROWN.** The Postmaster General has long felt that there are great discrepancies in Government salaries, and he has asked us to make investigations in the commercial field to find out what are reasonable salaries for the purpose of enabling him to fix salaries in the Post Office Department. He has said to me repeatedly that that is a line of investigation we ought to follow up for the entire Government service. I have here a copy of a letter he addressed to Mr. Byrns, chairman of the subcommittee of the Committee on Appropriations of the House, and a copy of a provision requiring an investigation of the subject by the Bureau of Efficiency:

*Provided, That the Bureau of Efficiency shall ascertain the rates of pay of employees of various State and municipal governments and commercial institutions in different parts of the United States and shall submit to the Congress at its next regular session a report showing how such rates compare with the rates of pay of employees of the Federal Government performing similar services.*

I should like to do some work of that sort. That is one of the things we think very important.

**Senator Smoot.** You will find that in many cases we pay twice as much as commercial institutions pay.

#### INVESTIGATION OF METHODS IN OFFICES OF AUDITORS.

Here is another amendment:

*Provided, That the Bureau of Efficiency shall investigate the methods of examining and auditing claims against the United States and accounts of disbursing officers and of accounting for receipts and disbursements, and shall submit a report to the Congress, with recommendations, at its next regular session.*

That provision would enable us to investigate the offices of the auditors. We believe that there is a large amount of duplication in the auditing work of the Government. The administrative office generally makes a complete audit and then the auditing office does the same work again. We have found that all the auditing work we have investigated can be cut in two without weakening the safeguards to the Government. For example, we found that a complete audit was being made in the Division of Postal Savings of the Post Office Department, and was being repeated in the auditor's office. We have suggested to the Postmaster General a plan that has been accepted, which will cut out one-half of that work. The administrative audit will be made a little more complete, and the auditor will approve the work by means of certain controls that we have set up. The pay roll in each office was about \$40,000, or a total of about \$80,000. Under our plan the work can be done for about half as much. We should like to have authority to go into the auditor's offices throughout the Government and submit recommendations for the simplification of all their work.

#### INVESTIGATION OF METHODS OF CIVIL SERVICE COMMISSION.

Now, here is another one, the last one:

That the Bureau of Efficiency shall investigate the methods of transacting the public business in the Civil Service Commission and report to the Senate, through the President, at the next regular session of Congress; and the officers



and employees of the Civil Service Commission are hereby directed to furnish said bureau with such information as it may require to carry out this resolution.

I shall not make any comments on the need of this investigation.

INVESTIGATION OF DUPLICATION OF WORK BY DEPARTMENTS OF THE GOVERNMENT.

Senator OVERMAN. What have you done about the duplication of work?

Mr. BROWN. I am glad you mentioned that. That is a very important investigation, and I believe it will bring good results. We have not made as much progress with it as we should like to have made, because we have no one that we can assign to the work. That is the reason we are asking for more money. We have the plan worked out. I have here the forms that will be used, and just as soon as we can see our way clear to take care of the work we will proceed. Our plan, in a word, is this: To get from each Government office a statement of each activity that it is carrying on or contemplates undertaking. If we can get a detailed statement of what each office is doing, then we can make an index by which we will bring together all similar activities. We can then call the attention of the departments to the fact that here are two or three activities that should be carried on jointly, or should all be transferred to one of the offices.

Senator OVERMAN. Is there very much duplication existing?

Mr. BROWN. Yes. The difficulty lies in the fact that several offices are authorized to do similar things. The Children's Bureau, the Bureau of Labor Statistics, the Public Health Service, the Bureau of the Census, and the Department of Agriculture are all authorized to do similar things, and really some of them can not be criticized for doing the things they are authorized to do.

Senator SMOOT. There is now a bill before the Senate, introduced yesterday, for a woman's bureau.

Senator OVERMAN. That has been introduced.

Mr. BROWN. Will they not want a man's bureau next?

WAR DEPARTMENT.

OFFICE OF THE CHIEF OF ENGINEERS.

STATEMENT OF BRIG. GEN. WILLIAM M. BLACK, CHIEF OF ENGINEERS, UNITED STATES ARMY.

Gen. BLACK. Senator, as you know, I have just lately been made Chief of Engineers, this last spring, and although I served in the office of Chief of Engineers in the early nineties—1895 to 1897—I was again surprised when I got there to find how much behind in equipment and efficiency it is, to the engineer offices in the field at large. When I came to look into it I found that in almost every case we were hampered by the law and the lack of appropriation. For example, no well-equipped office with drafting force, and with a large clerical force, is to-day without computing instruments, without the proper apparatus for reproducing papers rapidly, and other implements of that kind.

I found in the office of the Chief of Engineers that we had almost none of that, and when I was inquiring why, they told me the Supplies Division would not give them; and when I got to the Supply Division they would say, "Our allotment is too small." I would say, "How do you get your allotment?" They would say, "You have so many clerks, and it requires so much stationery for so many clerks, and that is the allotment that is given." I said, "If you will give me some of these instruments I want, I will get along with less clerks." They said, "We are very sorry, but there is no allowance." For instance, we have to make a great many copies of papers with the photostat. We have an old photostat there which was purchased a number of years ago, before Congress required that we should not purchase anything from the river and harbor fund, that everything we got for the office of Chief of Engineers must come from the single appropriation for supplies. We have used that until it is practically used up. It is to-day a very uneconomical machine, because it costs about twice the amount of time and does about half the number of sheets that a modern instrument would; but the cost of a photostat, which will last for 10 years, is a matter of \$1,000, and that represents all the stationery allowance for a good many clerks, and we simply can not get it. So, all the way through we are hampered in that way.

Then again, I found that our clerks themselves would come into our service because they wanted to go to night schools here in Washington, wanted to study law or dentistry, or something of that kind, and wanted some means of livelihood until they should be able to quit, during the time they were studying; and immediately they get efficient, a large proportion will take a more lucrative appointment elsewhere, either in or out of the public service.

I have come to-day to ask very little. You all know about this general agitation for increased pay. I am heartily in favor of that, because the pay of these men is insufficient, but to-day I am only going to ask you for a few specific cases, a very few which I think are very glaring. Our office handles appropriations of about \$50,000,000 a year. Some of them for civil work and some for military work. In addition to that, the Chief of Engineers is charged with the enforcement of the laws for the protection of the navigable waters of the United States, which entails an enormous amount of work in the inspection of the various bridges and dams, and wharves that are to be built, and everything of that kind, and with an enormous amount of correspondence and permit work which does not show in the appropriations at all, because the actual expenditures are small; so that during the last year in our record division there were 416,000 papers handled.

We have a force of 115 civil employees. There are 9 of us officers stationed there, and I would have more if I had room to put any more desks in, but I have not, so that there is some of our work that has to be left undone. The chief clerk of the office, who has the general supervision of all of the clerical force and of the clerical work, is a man who has been in the service now for many years, and he is by no means superannuated yet. He is a very efficient man. He has been chief clerk for 16 years. He has a salary that was fixed 20 years ago for the chief clerk of the office of the Chief of Engineers,

\$2,250 a year. I find that in the district offices we have a great many chief clerks at \$2,400. I find the General Land Office has a salary of \$3,600 for its clerk. The chief clerk in the office of the Quartermaster General, another bureau in our own department, gets \$2,750. The chief clerk in the office of the Judge Advocate General, another bureau of our department, which has far less financial responsibility, gets \$2,500. So we would like to give this very deserving man and responsible position practical recognition by a salary of \$2,500 a year.

Now, again, we have our work divided into five different divisions. We have the Fortifications Division, to which there are three officers attached and a large number of clerks.

Then we have the River and Harbor Division, where the river and harbor matters are handled, together with all projects for river and harbor improvements.

Then there is the Record Division, which is the only division of records in the whole office. All papers go through it and are recorded there.

Then we have the Miscellaneous Civil Division, which takes care of all permits and leases and all of that class of very difficult work.

Then there is the Accounts and Accountability Division, where the office audit is made—an administrative audit—and where the accounts of the corps are gone over each month.

That makes five divisions. We have two chiefs of division authorized, and that is all, and they receive only \$2,000 each. We are asking to-day from you that you allow us to have three chiefs of division, and that their salaries be raised to \$2,250 instead of \$2,000.

Now, as to these chiefs of division, Senator, I would like to say a word. Very properly, in my opinion, the officers of the Army have their positions changed once in four years. That means every four years my office force changes—new men come in. That carries with it certain advantages and certain disadvantages. The advantages are that a man is very apt to get into a rut if he stays too long at one place; he gets into red-tape methods and can not see his way out; and by changing the officer from time to time we get in fresh blood, and we get the outlook of the man from outside, a man who is working under the office from the outside. There is the advantage. The disadvantage is that the man necessarily is not acquainted with anything excepting the work that he has had charge of or the class of work that he has done.

Now, the repository of the general knowledge of the office, of the papers that have gone through the office and the action that has been taken in times past, is this division chief or chief clerk. He has been there throughout a certain number of years and he is able to guide the officer as to past action whenever a question comes up. He is a very important man, indeed, and his familiarity with the work enables the work of the office to be run not only on the same continuous line, but also enables a great deal of time to be saved which otherwise would be lost if the new man had to learn it all each time he came in; and those clerks are men of high class. If I had thought you would like to see them, I would have liked to bring them up here and let you see them, as "Exhibit A," so that you could see the quality of the men we are asking this for; and I think if you compare their work and compare their responsibility and faithfulness

and their pay along with the similar attributes of men in mercantile life outside holding similar clerical positions you will see that I am not asking anything at all too much for them when I ask for \$2,250 a piece.

I have also a supplemental estimate for a few additional clerks:

Proposed amendments to the pending legislative, executive, and judicial bill (H. R. 18542, 64th Cong., 2d sess.) covering certain increases in salaries and supplemental estimates submitted by the Secretary of War for clerical services in the office of the Chief of Engineers:

On page 70, line 14, strike out "\$2,250" and insert in lieu thereof "\$2,500."

On page 70, line 15, strike out the word "two" and insert in lieu thereof the word "three."

On page 70, line 15, strike out "\$2,000" and insert in lieu thereof "\$2,250."

On page 70, line 16, strike out the word "twelve" and insert in lieu thereof the word "thirteen."

On page 70, line 16, strike out the word "fifteen" and insert in lieu thereof the word "sixteen."

On page 70, line 17, strike out the word "fourteen" and insert in lieu thereof the word "sixteen."

On page 70, line 19, strike out "\$112,510" and insert in lieu thereof "\$120,510."

On page 71, line 6, strike out the period and insert in lieu thereof the following:

*"Provided further, That within the limit of the allotment above mentioned any balance remaining and not needed for said services may be applied to the purchase of any necessary miscellaneous supplies for the use of the office of the Chief of Engineers."*

(At 4 o'clock p. m. the subcommittee adjourned.)



# INDEX.

---

## A.

	Page.
Administrative force, Bureau of Foreign and Domestic Commerce.....	82
Agriculture, Department of.....	106
Agricultural Division, Bureau of the Census.....	74
Aurst, Henry F.....	3
Ayer, office of Director of the Mint.....	47
Assistant clerk, Committee on Indian Affairs.....	3
Assistant in reading room for the blind.....	146
Assistant Secretaries of the Treasury, salaries of.....	36
Assistant telephone switchboard operator, State Department.....	7
Assistant to the Secretary of the Treasury.....	33
Astor for the Post Office Department.....	49
Life-saving devices, operation of.....	50
Leave of absence.....	49
Salaries of employees.....	49
Astors, investigation of offices of.....	173
Drill, F. L.....	31
Drors, E. J.....	136

## B.

Bey, R. O.....	47
Baker, Lawrence.....	54
Bathol, Capt. Ellsworth P.....	44
Bend-White Coal Mining Co.....	90
Berk, William M.....	174
Bed. reading room for.....	146
Bee-printing machine, Navy Department.....	159
Bonus to employees.....	22
Berk-carrier tunnel, repairs to.....	32
Bown, Herbert D.....	171
Buletin board, Civil Service Commission.....	105
Bleson, A. S.....	143

## C.

Cinetmaker, Department of Commerce.....	70
Cinetti, Anthony.....	59
Cpenter, Navy Department.....	151
Cr. Wilbur J.....	5
Crier, Cincinnati, Ohio.....	48
Crier, Department of Commerce.....	69
Census, Bureau of.....	72
Agricultural Division.....	74
Chief clerk.....	73
Marriage and divorce statistics.....	75
Salaries.....	72
Camber of Commerce of the United States of America.....	78
Camberlain, E. T.....	89
Cuffeurs, Department of Commerce.....	71
Cuffeur, State Department.....	8
Cock assorter, Interior Department.....	149
Cef clerk, Bureau of the Census.....	73
Cefs of Bureaus, State Department.....	5
Cef of Engineers, Office of.....	174
Cldren's Bureau.....	58
Cincinnati, Ohio, office of assistant treasurer.....	48





# INDEX.

## A.

	Page.
Administrative force, Bureau of Foreign and Domestic Commerce.....	82
Agriculture, Department of.....	106
Agricultural Division, Bureau of the Census.....	74
Ashurst, Henry F.....	3
Assayer, office of Director of the Mint.....	47
Assistant clerk, Committee on Indian Affairs.....	3
Assistant in reading room for the blind.....	146
Assistant Secretaries of the Treasury, salaries of.....	36
Assistant telephone switchboard operator, State Department.....	7
Assistant to the Secretary of the Treasury.....	33
Auditor for the Post Office Department.....	49
Life-saving devices, operation of.....	50
Leave of absence.....	49
Salaries of employees.....	49
Auditors, investigation of offices of.....	173
Verill, F. L.....	31
Wyers, E. J.....	136

## B.

Bailey, R. O.....	47
Becker, Lawrence.....	54
Bertholf, Capt. Ellsworth P.....	44
Berwind-White Coal Mining Co.....	90
Black, William M.....	174
Blind, reading room for.....	146
Blue-printing machine, Navy Department.....	159
Bonus to employees.....	22
Book-carrier tunnel, repairs to.....	32
Brown, Herbert D.....	171
Bulletin board, Civil Service Commission.....	105
Burleson, A. S.....	143

## C.

Cabinetmaker, Department of Commerce.....	70
Caminetti, Anthony.....	59
Carpenter, Navy Department.....	151
Carr, Wilbur J.....	5
Cashier, Cincinnati, Ohio.....	48
Cashier, Department of Commerce.....	69
Census, Bureau of.....	72
Agricultural Division.....	74
Chief clerk.....	73
Marriage and divorce statistics.....	75
Salaries.....	72
Chamber of Commerce of the United States of America.....	78
Chamberlain, E. T.....	89
Chauffeurs, Department of Commerce.....	71
Chauffeur, State Department.....	8
Check assorter, Interior Department.....	1
Chief clerk, Bureau of the Census.....	
Chiefs of Bureaus, State Department.....	
Chief of Engineers, Office of.....	
Children's Bureau.....	
Cincinnati, Ohio, office of assistant treasurer.....	



# INDEX.

---

## A.

	Page.
Administrative force, Bureau of Foreign and Domestic Commerce.....	82
Agriculture, Department of.....	106
Agricultural Division, Bureau of the Census.....	74
Alshurst, Henry F.....	3
Assayer, office of Director of the Mint.....	47
Assistant clerk, Committee on Indian Affairs.....	3
Assistant in reading room for the blind.....	146
Assistant Secretaries of the Treasury, salaries of.....	36
Assistant telephone switchboard operator, State Department.....	7
Assistant to the Secretary of the Treasury.....	33
Auditor for the Post Office Department.....	49
Life-saving devices, operation of.....	50
Leave of absence.....	49
Salaries of employees.....	49
Auditors, investigation of offices of.....	173
Everill, F. L.....	31
Wyers, E. J.....	136

## B.

Bailey, R. O.....	47
Becker, Lawrence.....	54
Bertholf, Capt. Ellsworth P.....	44
Berwind-White Coal Mining Co.....	90
Black, William M.....	174
Blind, reading room for.....	146
Blue-printing machine, Navy Department.....	159
Bonus to employees.....	22
Book-carrier tunnel, repairs to.....	32
Brown, Herbert D.....	171
Bulletin board, Civil Service Commission.....	105
Burleson, A. S.....	143

## C.

Cabinetmaker, Department of Commerce.....	70
Caminetti, Anthony.....	59
Carpenter, Navy Department.....	151
Carr, Wilbur J.....	5
Cashier, Cincinnati, Ohio.....	48
Cashier, Department of Commerce.....	69
Census, Bureau of.....	72
Agricultural Division.....	74
Chief clerk.....	73
Marriage and divorce statistics.....	75
Salaries.....	72
Chamber of Commerce of the United States of America.....	78
Chamberlain, E. T.....	89
Chauffeurs, Department of Commerce.....	71
Chauffeur, State Department.....	8
Cheek assorter, Interior Department.....	149
Chief clerk, Bureau of the Census.....	73
Chiefs of Bureaus, State Department.....	5
Chief of Engineers, Office of.....	174
Children's Bureau.....	58
Cincinnati, Ohio, office of assistant treasurer.....	48



# INDEX.

## A.

	Page.
Administrative force, Bureau of Foreign and Domestic Commerce.....	82
Agriculture, Department of.....	106
Agricultural Division, Bureau of the Census.....	74
Ashurst, Henry F.....	3
Assayer, office of Director of the Mint.....	47
Assistant clerk, Committee on Indian Affairs.....	3
Assistant in reading room for the blind.....	146
Assistant Secretaries of the Treasury, salaries of.....	36
Assistant telephone switchboard operator, State Department.....	7
Assistant to the Secretary of the Treasury.....	22
Auditor for the Post Office Department.....	41
Life-saving devices, operation of.....	21
Leave of absence.....	4
Salaries of employees.....	4
Auditors, investigation of offices of.....	27
Averill, F. L.....	5
Ayers, E. J.....	25

## B.

Bailey, R. O.....	
Becker, Lawrence.....	
Bertholf, Capt. Ellsworth P.....	
Berwind-White Coal Mining Co.....	
Black, William M.....	
Blind, reading room for.....	
Blue-printing machine, Navy Department..	
Bonus to employees.....	
Book-carrier tunnel, repairs to.....	
Brown, Herbert D.....	
Bulletin board, Civil Service Commission...	
Burleson, A. S.....	

## C.

Cabinetmaker, Department of Commerce	
Caminetti, Anthony.....	
Carpenter, Navy Department.....	
Carr, Wilbur J.....	
Cashier, Cincinnati, Ohio.....	1
Cashier, Department of Commerce ..	174
Census, Bureau of.....	174
Agricultural Division.....	174
Chief clerk.....	174
Marriage and divorce statistics	
Salaries.....	50
Chamber of Commerce of the United States of ..	
Chamberlain, E. T.....	
Chauffeurs, Department of Commerce	
Chauffeur, State Department.....	
Check assorter, Interior Department.....	
Chief clerk, Bureau of the Census.....	
Chiefs of Bureau of the Census.....	
Chief of Engineers, Department of ..	
Children's Bureau.....	
Cincinnati, Ohio, office of ..	



	Page
Supplies and Accounts, Bureau of.....	162
Additional employees.....	167
Civilian assistant.....	165
Clerical force.....	162
Principal clerks.....	167
Supplies, additional clerks for Division of.....	79
Supplies, salary of Superintendent of.....	38

## T.

Tallman, Clay.....	123
Target Practice, Navy.....	154
Taylor, David W.....	161
Taylor, R.....	159
Telegrams, Navigation Bureau.....	91, 92, 93, 94
Tleman, Edward C.....	113
Treasury Department.....	32
Assistant Secretaries, salaries.....	35
Assistant to the Secretary.....	35
Auditor for the Post Office Department.....	4
Chief engineer, Treasury Building.....	39
Cincinnati Assistant Treasury.....	46
Coast Guard.....	44
Comptroller of the Treasury, Office of.....	46
Customs, Division of.....	51
General Supply Committee.....	38
Law books for Comptroller's office.....	48
Office of the Secretary.....	32
Office of Director of the Mint.....	47
Public Health Service.....	41
Solicitor of the Treasury, Office of.....	54
Supervising Architect's Office.....	46
Surety Bonds, Division of.....	45
Trask, Dr. J. W.....	41
Treasury Building, Chief Engineer.....	39
Typists, Patent Office.....	123

## U.

Uniforms for additional park police.....	30
Uniforms, Police of War, State, and Navy Department Building.....	30

## V.

Vacancies in Pension Office.....	138
Vault clerk, Cincinnati, Ohio.....	48

## W.

War Department.....	174
Chief of Engineers, office of.....	174
Watchmen, salaries of.....	106, 109
Watson, Robert.....	56
Watts, L. C. W.....	152
Wetmore, James A.....	40
Wilmeth, James L.....	32, 38, 47
Wireless-communication laws, enforcement of.....	88

## Y.

Yards and Docks, Bureau of.....	169
---------------------------------	-----

## M.

	Page.
Magruder, Thomas P.....	170
Malburn, William P.....	47
Marriage and divorce statistics.....	75
McAdoo, Hon. William G.....	32
McCauley, Edward.....	155
McCoy, Joseph S.....	32
McGowan, Samuel.....	162
McLaren, H. M.....	13
McVeagh, Franklin.....	47
Mechanical appliances, standardization and testing of.....	101
Meeker, Royal.....	61
Merritt, Edgar B.....	113
Mines, rent for Bureau of.....	136
Mint, Office of the Director of the.....	47
Monthly Review of the Bureau of Labor Statistics.....	62
Murray, Lawrence O.....	47

## N.

Navy Department.....	150
Construction and Repair, Bureau of.....	161
Gunnery exercises.....	154
Hydrographic Office.....	156
Judge Advocate General, Office of.....	152
Naval Intelligence.....	155
Naval Militia Affairs, Division of.....	170
Naval Observatory.....	157
Naval Operations, Office of the Chief.....	153
Navigation, Bureau of.....	155
Office of the Secretary.....	150
Carpenter.....	151
Contingent expenses.....	151
Estimate clerk.....	151
Mails and files, superintendent of.....	151
Purchasing clerk.....	151
Ordnance, Bureau of.....	162
Steam Engineering, Bureau of.....	158
Supplies and Accounts, Bureau of.....	162
Yards and Docks, Bureau of.....	169
Naval intelligence.....	155
Draftsman.....	155
Registrar.....	155
Naval Militia Affairs, Division of.....	170
Naval Observatory.....	157
Astronomer.....	157
Instruments, nautical, etc.....	158
Repair shop, addition to.....	157
Solar eclipse, preparation for.....	157
Naval Operation, Office of.....	153
Additional clerks.....	153
Telegraphers and messengers.....	154
Navigation, Bureau of.....	86
Clerk hire, shipping service.....	87
Salaries.....	87
Salary of commissioner.....	86
Shipping commissioners.....	86
Shipping Service, salaries.....	86
Telegrams to commissioner.....	91, 92, 93, 94
Wireless-communication laws, enforcement of.....	88
Navigation, Navy Department.....	155
Nelson, J. D.....	112
Newton, Hon. Byron R.....	37

## O.

	Page.
O'Donnell, Roger .....	76
Ordnance, Bureau of .....	162
Overstreet, L. M. ....	155

## P.

Park police, title changed from park watchmen .....	29
Patents, reclassification of .....	121
Patent Office .....	116
Clerical force .....	116
Examiners, additional .....	119
Law books, purchase of .....	121
Reclassification of patents .....	121
Transportation of publications .....	123
Typewriter operators .....	123
Pension Office .....	113
Field examiners .....	113
Vacancies in clerical force .....	114, 138
Peters, Hon. Andrew J. ....	51
Physical constants, investigation of .....	100
Plunkett, Charles P. ....	134
Post Office Department .....	142
Classification of employees .....	142
Clerical force .....	142
Salaries paid by Government .....	142
Pratt, Edward E. ....	7
Price, Oscar A. ....	143
Principal clerks, Office of the Quartermaster General .....	11
Printing Office, State Department .....	23
Promotion of commerce .....	13
Public Buildings and Grounds, Office of .....	13
Additional clerks .....	13
Contigent expenses .....	13
Park police, change of title .....	13
Sergeant of park police .....	13
Superintendent .....	13
Surveyor and draftsman .....	13
Uniforms for park police .....	13
Public Health Service .....	4
Additional employees .....	4
Chief clerk, salary of .....	4
Law clerks .....	4
Private secretary to the Surgeon General .....	4
Public utilities, investigation of .....	9
Publications of Patent Office, transportation of .....	123
Purchasing clerks, Navy Department .....	123
Putnam, Herbert .....	1

## Q.

Quartermaster General of the Army .....	11
Principal clerks .....	11
Structural engineers .....	11

## R.

Redfield, Hon. William C. ....	8
Reed, Clyde .....	165
Reese, Lowery A. ....	17
Rent :	
Department of Labor .....	15
Steamboat-Inspection Service .....	15
Interior Department .....	15
Research laboratory at the Bureau of Standards .....	16

Rider, Mrs. Gertrude T.....	146
Rogers, Samuel L.....	73
Roosevelt, Hon. Franklin D.....	152

## S.

Sanns, William.....	106
Sanitary officer for Interior Department.....	136
Salaries, comparison between Government and corporations.....	145
Sergeant of park police.....	29
Shafroth, John F.....	159
Sharpe, Gen. Henry G.....	23
Shaw, A. W.....	78
Shaw, T. C.....	103
Shipping commissioners.....	86
Shipping service.....	86
Clerk hire and contingent expenses.....	87
Salaries.....	87
Sick leave.....	50
Skilled laborers, Department of Commerce.....	71
Snowden, Thomas.....	156
Solar eclipse, preparation for.....	157
Solicitor for the Post Office Department.....	142
Solicitor of the Treasury, Office of.....	54
Law clerks, increase in salary.....	54
Standards, Bureau of.....	95
Electrodeposition of metals.....	101
Increases in salary.....	101
Investigations, funds for.....	97
Mechanical appliances.....	101
New positions.....	101
Physical constants.....	100
Public utilities.....	99
Salaries.....	95
Structural materials.....	98
State Department.....	5
Assistant telephone switchboard operator.....	7
Chauffer.....	8
Chiefs of bureaus, salaries.....	5
Emergency clerical service.....	9
Laborers.....	7
Printing office.....	11
State, War, and Navy Department Building.....	30
Foreman of laborers.....	30
Gardener.....	30
Uniforms for police.....	30
Stationery, Division of Naval Militia Affairs.....	170
Steam Engineering, Bureau of.....	158
Blue-printing machine.....	159
Files and Records, Chief of Division of.....	158
Research laboratory.....	160
Steamboat-Inspection Service.....	84
Chief clerk and Acting Supervising Inspector General.....	84
Contingent fund.....	85
Stratton, Dr. S. W.....	95
Structural engineers.....	25
Structural materials, investigation of.....	98
Subtreasuries, investigation of.....	172
Surety bonds, division of.....	45
Surveyor and draftsman, public buildings and grounds.....	28
Superintendent, public buildings and grounds.....	27
Superintendent of supplies.....	38
Supervising Architect's Office:	
Clerks.....	40
Skilled laborer.....	41

	Page.
Supplies and Accounts, Bureau of-----	162
Additional employees-----	167
Civilian assistant-----	167
Clerical force-----	167
Principal clerks-----	167
Supplies, additional clerks for Division of-----	70
Supplies, salary of Superintendent of-----	70

## T.

Tallman, Clay-----	157
Target Practice, Navy-----	153
Taylor, David W-----	16
Taylor, R-----	16
Telegrams, Navigation Bureau-----	91, 92, 101
Tieman, Edward C-----	171
Treasury Department-----	171
Assistant Secretaries, salaries-----	173
Assistant to the Secretary-----	173
Auditor for the Post Office Department-----	173
Chief engineer, Treasury Building-----	173
Cincinnati Assistant Treasury-----	173
Coast Guard-----	173
Comptroller of the Treasury, Office of-----	173
Customs, Division of-----	173
General Supply Committee-----	173
Law books for Comptroller's office-----	173
Office of the Secretary-----	173
Office of Director of the Mint-----	173
Public Health Service-----	173
Solicitor of the Treasury, Office of-----	173
Supervising Architect's Office-----	173
Surety Bonds, Division of-----	173
Trask, Dr. J. W-----	173
Treasury Building, Chief Engineer-----	173
Typists, Patent Office-----	173

## U.

Uniforms for additional park police-----	3
Uniforms, Police of War, State, and Navy Department Building-----	3

## V.

Vacancies in Pension Office-----	7
Vault clerk, Cincinnati, Ohio-----	7

## W.

War Department-----	174
Chief of Engineers, office of-----	174
Watchmen, salaries of-----	1001
Watson, Robert-----	174
Watts, L. C. W-----	174
Wetmore, James A-----	174
Wilmeth, James L-----	32, 7
Wireless-communication laws, enforcement of-----	7

## Y.

Yards and Docks, Bureau of-----	174
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**LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL, 1919**

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**HEARINGS**

**BEFORE THE**

**SUBCOMMITTEE OF THE  
COMMITTEE ON APPROPRIATIONS  
UNITED STATES SENATE**

**SIXTY-FIFTH CONGRESS**

**SECOND SESSION**

**ON**

**H. R. 10358**

**A BILL MAKING APPROPRIATIONS FOR THE LEGISLATIVE, EXEC-  
UTIVE, AND JUDICIAL EXPENSES OF THE GOVERNMENT  
FOR THE FISCAL YEAR ENDING JUNE 30, 1919,  
AND FOR OTHER PURPOSES**

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**Printed for the use of the Committee on Appropriations**



**WASHINGTON  
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1918**

**SUBCOMMITTEE ON LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL.**

**THOMAS S. MARTIN, Virginia, *Chairman.***  
**LEE S. OVERMAN, North Carolina.**      **REED SMOOT, Utah.**  
**JOE T. ROBINSON, Arkansas.**      **FRANCIS E. WARREN, Wyoming.**  
**OSCAR W. UNDERWOOD, Alabama.**  
**KENNEDY F. REA, *Clerk.***

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

**TUESDAY, MARCH 26, 1918.**

UNITED STATES SENATE,  
SUBCOMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m., pursuant to call, Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Underwood, Robinson, Warren, and Smoot.

The subcommittee thereupon proceeded to the consideration of the bill (H. R. 10358), making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1919, and for other purposes.

## DEPARTMENT OF STATE.

### STATEMENTS OF HON. ROBERT LANSING, SECRETARY OF STATE, AND MR. WILBUR J. CARR, DIRECTOR CONSULAR SERVICE, STATE DEPARTMENT.

The CHAIRMAN. Mr. Secretary, we will be glad to hear what you have to say.

Secretary LANSING. I think I ought to say, gentleman, at the outset, that as you probably all know the work of the State Department has increased enormously, and that is why we have asked for certain increases in the amounts of our appropriations, and also certain increases in salaries. The work of the department last year, if I recall it, was an increase of 87 per cent over that of the year 1914, the year before the war.

Senator OVERMAN. There was 87 per cent increase in what—in the business of the office?

Secretary LANSING. In the business of the office. The increase this year is 50 per cent, so far, over that of last year, and the March increase over that of March of the year before is over 50 per cent, is it not, Mr. Carr?

Mr. CARR. Exactly 50 per cent.

Secretary LANSING. Exactly 50 per cent.

To give you an idea of something of the work of the department, the papers which had to be indexed, that is the papers which were received in the index bureau, were 1,000.



Our force has been increased from time to time, but it has not been increased sufficiently to take care of this work, particularly in the indexing of outgoing papers. We are away behind on our indexing. It makes business very difficult. It causes delay in answering letters, and that results in considerable complaint, and the complaint is justified.

Senator OVERMAN. What is the character of this increased business?

Secretary LANSING. It is very hard to tell. It is due in large measure to the number of new boards that have been established for which we are the means of communication with regard to foreign matters. Take the War Trade Board for example; it has a very large volume of foreign business. That all goes through our department, either to our consulates or to our embassies or legations. While it is to an extent routine work, at the same time all those communications are carefully read in the Department of State before they are sent, in order to see that nothing goes forward that in any way conflicts with the general policies of the Government.

Then the replies come in to us in the same way. Most of those replies come in cipher, frequently in one of our exclusive ciphers, and have to be paraphrased and sent over to the board. You can see that with all that burden of additional work upon us—and the same is true with regard to communications of the Department of Commerce and other branches of the Government dealing with matters abroad, such as the War Department and the Navy Department, the work of our department has increased tremendously.

In addition to that, our Diplomatic and Consular Services have had to be very much extended; not extended in any way comparable with what other governments have done, but they have increased to a very great extent, and the consequence is that we have had to increase our force in the department to attend to the additional correspondence which results from a very considerable increase in the forces abroad. I do not know—do you, Mr. Carr—how many men we have in Berne at the present time? I think it is somewhere in the neighborhood of 30.

Mr. CARR. Twenty-five or thirty, yes, sir.

Secretary LANSING. That is in our legation at Berne.

Senator SMOOT. I thought that we had taken care of the State Department in granting additional clerks particularly to meet that foreign situation.

Secretary LANSING. You have to a very considerable extent, but it increases the responsibilities largely of the men here in charge of the bureaus and divisions. We will take, for example, our citizenship bureau. The visé of passports abroad has added very considerably to their burden. At the same time the men who are responsible for that work here are overburdened. The chief of our citizenship bureau has not had a vacation since the war began, and he has worked days and nights. It is a tremendous strain upon him.

Then we have suffered, to an extent, from the fact that many of our men who have been trained up and become experts have been taken from us. That does not apply so much at the present time to other departments of the Government or to these independent boards. It did at the first, but that has been stopped in large measure by legislation.

The trouble comes from private concerns outside of the Government, which know these men are experts along certain lines, and which need men of that kind. The result is that they offer them very considerable increases in their salaries, and they get them in some cases. I have known cases where men have refused to leave the Government, although they have been offered over twice as much salary as they are receiving from the Government. They have done more or less as a patriotic duty; they thought that they ought not to leave the Government at this time; and we would be very seriously handicapped if the men who were offered the positions took the positions.

#### CHIEF CLERK—INCREASE OF SALARY.

But it strikes me the Government ought to pay fair salaries for the services which it is receiving, and for that reason we asked, in presenting our estimates, certain increases in the salaries of some of our men. The first increase asked is upon page 33, line 19, of the bill.

Senator SMOOT. For the chief clerk?

Secretary LANSING. For the chief clerk. We asked an increase of \$600 in his salary.

#### CHIEFS OF BUREAUS—INCREASE OF SALARIES.

We then asked an increase for bureau chiefs. That covers our index bureau, our citizenship bureau, our diplomatic bureau, our consular bureau. We asked an increase in that case for all of the bureau chiefs.

Senator SMOOT. For all seven of them?

Secretary LANSING. All seven of them; an increase of \$3,000 flat. It is hard to distinguish between the responsibilities of the different bureaus.

Senator SMOOT. In the past, however, they were kept at different ratings with a view of encouraging the chiefs of bureaus for promotion?

Secretary LANSING. Yes.

Senator SMOOT. And you think now that they all ought to be the same salary?

Secretary LANSING. I think they ought to be, under the present organization of the department, which is organized now with geographical divisions in addition to the bureaus. Bureaus handle largely the routine work of the department. The divisions handle the more complex subjects, and they sift out those that pertain directly to policies or raise legal questions, and those matters are sent to the higher officers to be determined.

The salaries of the chiefs of bureau in the State Department are considerably smaller than the salaries of chiefs of bureau in many of the other executive departments. In the Treasury, for example, there are six officers corresponding to chiefs of bureau, receiving salaries of from \$3,000 to \$4,500. In the Post Office Department there are five officers, corresponding to chiefs of bureau, receiving salaries of from \$3,000 to \$4,000, while in many of the departments the assistant chiefs of division receive as much or more salary than I am asking for the chiefs of bureau in the Department of State.



intelligence work, which pertains to foreign questions, is of so very confidential a character that only the intelligence officers of the Department of State and the President and myself know what it is.

Senator SMOOR. That could easily be carried out by one central authority.

Secretary LANSING. Yes; you, of course, could do it that way, but I am not sure that it is the best way.

Senator OVERMAN. You can have one department that will handle everything, and each department can attend to its particular business.

Secretary LANSING. I am in favor of having the heads of the different secret services of the Government located somewhere near each other so that they can be in personal contact rather than by exchange of written reports.

Senator OVERMAN. There should be some system. The whole thing is now loose, and if we could systematize it in some way, it would be a good thing. I do not know how it could be done. I know there is great complication, because in the Department of Justice I have talked to one of the heads; and your department, of course, does not come in conflict with that department. If we could concentrate it into one great intelligence bureau, I think it would be wise. You ought to think of it sometime.

Secretary LANSING. We ought to have certainly that which will give the greatest efficiency; but what will do so is a question.

Senator OVERMAN. Yes; of course we can not do that now. I am just asking you to think of it.

#### CLERK TO THE SECRETARY—INCREASE OF SALARY.

Senator SMOOT. On page 34 you ask for an increase in the salary of the clerk to the Secretary from \$1,800 to \$2,000.

Secretary LANSING. Yes; I ask that for the reason that the relationship of a clerk of that character is so confidential that I practically could not replace the man that I have to-day. He is a man in whom I have entire confidence. He knows practically all the secrets of the department; that is quite necessary. Many telegrams which we receive from abroad come to me marked "to be decoded by the Secretary." They come in a private cipher which I have with an ambassador. The only man who knows that cipher is my confidential clerk. He takes the message and decodes it.

Senator SMOOT. Do you mean your private secretary?

Secretary LANSING. Oh, no; this is my confidential clerk. He is the man to whom I dictate all my most personal and secret messages.

Senator SMOOT. What does your private secretary do, then?

Secretary LANSING. My private secretary is the man who receives visitors and makes appointments. He has entire control of my daily calendar, and his work is very considerable, for it includes a great deal of correspondence coming to my office. I do not know just exactly to what he corresponds in other departments. He is not a stenographer or anything of that sort. He is practically an assistant to me.

Senator OVERMAN. He is polite to Senators and Members of the House?

Secretary LANSING. Yes, I hope so.



Secretary LANSING. No, this is not an additional clerk.

Senator SMOOT. Yes, it must be an additional clerk.

Secretary LANSING. He has a clerk; I think he has two clerks now, but they are ordinary stenographers in the department. He ought to have two rather superior men, one of whom can act as secretary to him in receiving visitors. I think that Mr. Polk receives as many visitors as I do.

The CHAIRMAN. You just ask that this clerk be raised from \$1,800 to \$2,000?

Senator SMOOT. No; he wants one at \$2,000, and the others to be raised to \$1,800.

The CHAIRMAN. In other words, it is a new policy, that these clerks are designated as clerks to the under secretaries?

Senator WARREN. And this one clerk was increased from \$1,800 to \$2,000.

Secretary LANSING. Yes; that was a mere increase from \$1,800 to \$2,000; but the other is to designate four clerks at \$1,800, for the various officers at the department, because they act not only as stenographers but they act as secretaries in receiving callers and making appointments and attending to the telephone.

Senator SMOOT. They are acting in these positions now?

Secretary LANSING. They are acting in these positions, but they are, of course, not designated, and the men are not of the first class.

Senator OVERMAN. I notice you say and the estimate says "under secretary." You call him that anyway? The law has not made him that?

Secretary LANSING. No, I do not call him that; but I would like to say a word about that.

Senator OVERMAN. We were with you on that, you know.

The CHAIRMAN. That was a mere matter of nomenclature, and it invited a great deal of criticism, and if you get the substance, it seems to me you might dispense with the name.

Secretary LANSING. I will not, of course, insist upon it.

The CHAIRMAN. We put it in the year before.

Senator SMOOT. You want an increase of 18 clerks from \$900 each to \$1,000 each? You want to strike out \$900 and insert \$1,000?

Secretary LANSING. Yes; you can not get a clerk to-day in Washington for \$900 that is worth anything, and it is the poorest sort of economy to get people into a department whose work has to be gone over by somebody else. It means that two people have to do the work that one ought to do.

Senator SMOOT. I do not see how you can get them for that.

Senator WARREN. It is utterly impossible.

Secretary LANSING. Yes; even at \$1,000. Since we put in our estimates we are having a great deal of difficulty in finding competent ones for \$1,000.

The CHAIRMAN. Do you find any difficulty with other departments of the Government offering more pay for your clerks?

Secretary LANSING. No, sir; not now.

The CHAIRMAN. I was in the office of the Commissioner of the Internal Revenue the other day, and he was having a great deal of trouble.

Secretary LANSING. I think we are not having much trouble now, so far as other departments are concerned.



1. The first part of the document is a title page. It contains the title "THE HISTORY OF THE UNITED STATES OF AMERICA" and the author "BY JAMES MADISON".





get men for \$2,000 and for \$2,500 who will do double the work of an \$1,800 man, because they are capable and can assume responsibility. It gives us a little more latitude; and while we do prefer, as far as possible, to have salaries statutory, the present conditions are in a measure quite chaotic, and we can not tell where we stand from day to day.

Senator OVERMAN. These six men whose salaries exceed \$1,800, what salaries do they get?

Secretary LANSING. It varies. There is one man to whom we pay \$6,000; but we did that before. When we had only two men above \$1,800, we paid one man \$6,000, because we could not get a man of his ability for less, and we had to have a man in our intelligence service that was perfectly competent.

Senator OVERMAN. Is he a civil service man?

Secretary LANSING. Oh, no; he is not a civil service man.

Senator ROBINSON. Are his duties of a confidential nature?

Secretary LANSING. Very; of an extraordinarily confidential nature.

Senator ROBINSON. How long has he been in the service?

Senator LANSING. Almost a year; not quite; about 10 months. There is one other man, I think, to whom we pay \$2,000. In fact, the list we put in the record in the hearing before the House Committee on Appropriations.

Senator OVERMAN. You want now to be allowed to employ 10 men instead of six at exceeding \$1,800 a year?

Secretary LANSING. Yes; we would like to have 10.

Senator SMOOT. Is there any real necessity for raising the appropriation from \$7,500 for the San Francisco, Cal., passport bureau, to \$15,000?

Secretary LANSING. There is a great deal, because, of course, that passport bureau on the Pacific coast is a very important bureau.

Senator OVERMAN. Why do you estimate for New York, giving the salary of each employee, and not for San Francisco? You have a lump sum for one and not for the other?

Secretary LANSING. Mr. Carr calls my attention to the fact that when we put in our estimates we asked for \$15,000 for a passport bureau not only at San Francisco, but also at one of the southern ports like New Orleans.

Senator OVERMAN. The \$15,000 was to cover both?

Secretary LANSING. It was to cover both.

Senator OVERMAN. And the House decided to have the one at San Francisco?

Secretary LANSING. To grant the one at San Francisco and not the one at the other place.

Senator ROBINSON. There is no passport bureau at New Orleans?

Secretary LANSING. No; people in the South have to come to Washington to get their passports.

Senator ROBINSON. That is a very important port, is it not?

Secretary LANSING. And besides, it is near the Mexican border, where they have to have passports; and then, probably that office could serve the Florida travel, which is considerable.

Senator WARREN. It is pretty much all done by mail, is it not?

Secretary LANSING. It is largely done by mail.

**SUBCOMMITTEE ON LEGISLATIVE, EXECUTIVE, AND JUDICIAL  
APPROPRIATION BILL.**

**THOMAS S. MARTIN, Virginia, *Chairman.***

**LEE S. OVERMAN, North Carolina.**

**REED SMOOT, Utah.**

**JOE T. ROBINSON, Arkansas.**

**FRANCIS E. WARREN, Wyoming.**

**OSCAR W. UNDERWOOD, Alabama.**

**KENNEDY F. RDA, *Clerk.***

Senator ROBINSON. The last item is on page 36, where the estimated amount was \$12,000 and the House gave you \$10,000.

Secretary LANSING. Yes.

Senator ROBINSON. Is that adequate?

CHAUFFEURS, EQUIPMENT OF.

Senator SMOOT. You estimated here for the equipment of chauffeurs?

Secretary LANSING. Yes.

Senator SMOOT. Has that been done by the other departments in the past?

Secretary LANSING. We have always, I think, furnished a certain amount of equipment.

Senator SMOOT. Are the other departments doing it?

Secretary LANSING. The War Department certainly is doing it.

Senator SMOOT. I mean outside of the War Department. Of course they are doing it, for certain reasons. But take the Department of Commerce and the Department of Agriculture; they do not furnish equipment to chauffeurs, do they?

Secretary LANSING. Do you mean for their trucks and wagons?

Senator SMOOT. Yes.

Senator LANSING. I do not know.

Senator SMOOT. This is a new thing to me in legislation, and I think it was new in the House, and that is the reason the House did not allow it.

Secretary LANSING. Yes.

Senator WARREN. Was it not in before?

Senator SMOOT. No; it is new.

Senator WARREN. I mean the \$10,000.

Senator SMOOT. No; what they are estimating——

Senator WARREN. I see it is in pencil, \$12,000.

Secretary LANSING. That covers the chauffeurs of the department. There are three, I believe.

Mr. CARR. Three, altogether.

Senator SMOOT. Did that cover all the items you wanted to speak of this morning?

Secretary LANSING. Well, yes; except that I do think I would like the \$12,000 instead of the \$10,000, because we know \$10,000 will not be sufficient.

Senator WARREN. If you were to equip these chauffeurs, what expense would it be to you?

Secretary LANSING. It would be somewhere between \$100 and \$150 a year for the three cars.

Senator SMOOT. You had better figure on \$200, if you undertake to do it.

Secretary LANSING. That is all, I think, unless you want to ask some other questions. I went into the details of all these items very much more fully in the hearings before the House committee, which you have before you.



## DEPARTMENT OF JUSTICE.

STATEMENT OF HON. THOMAS W. GREGORY, ATTORNEY GENERAL  
OF THE UNITED STATES.

Mr. GREGORY. In my department my first estimate was back 1914, and I asked for no increases in salaries, at all, at that time. In 1915 I asked for one increase, of the assistant superintendent of penitentiaries, which was granted. In the last estimate, in my report in 1916, I asked some further additions there, so that it resulted in \$3,040 being added to my appropriation at that time to cover salaries. That was to cover an additional patent attorney, which became necessary by reason of the increase in the patent work, to switchboard operators, and an increase in the clerk's salaries.

In my last annual report I have asked increases aggregating \$3,900 in salaries. I very briefly allude to them, and every one of them grows out of the existing war conditions. Mainly the necessity grows out of the work of the investigating bureau of my department.

## CHIEF OF DIVISION OF INVESTIGATION.

Senator WARREN. On page 123, lines 8 and 9, you ask for an increase of the salary of the chief of the Division of Investigation from \$4,000 to \$4,500?

Mr. GREGORY. Yes, sir.

Senator WARREN. He had a salary of \$3,500. The House has given you \$4,000 instead of \$4,500?

Mr. GREGORY. Yes. I asked for an increase of \$1,000 in his salary, and they gave me half of it. The work of that particular individual, Mr. Bruce Bielaski, I should say is far more than doubled. It is one of the most responsible positions in the Government. It is in the Civil Service. He started in as a messenger in the department, and has worked his way up on his merits. He has had all sorts of business offers which he has turned down, and what he is getting I consider utterly inadequate for the work he is doing and the grueling character of that work, and I sincerely hope you can increase the House appropriation so as to make the amount \$4,500.

## CHIEF CLERK.

I have asked for an increase in the salary of the chief clerk of \$500. He gets \$2,500.

Senator SMOOT. You mean the man who is chief clerk, and executive superintendent of buildings?

Mr. GREGORY. No; the chief clerk of my entire department. The work has enormously increased the chief clerk's work, and the increase which I have asked here in salary for him is \$500. The House did not give anything. His hours of work have increased as have those of the others, and the increase in salary is a very modest one, and one which grows out of the existing extraordinary conditions.

The increase in the handling of the mail is something enormous, and it adds, I should say, 50 per cent to his work, and I would

very glad indeed to see that \$500 added to his compensation. In that connection, I may say that the Treasury pays its chief clerk \$4,000, the War Department pays \$4,000, and the Post Office Department \$4,000. I do not seem to have a memorandum here as to what the other departments pay, but I think in this case——

**Senator WARREN.** The War Department man is named as “assistant and chief clerk,” although he is not an Assistant Secretary.

**Mr. GREGORY.** The House did not give any increase to the chief clerk.

**Senator WARREN.** No. They gave an increase of \$250 a year to the Chief of the Division of Accounts.

#### DIVISION OF ACCOUNTS—CHIEF OF.

**Mr. GREGORY.** Yes; the Chief of the Division of Accounts. I asked an increase of \$1,000 in his salary, and the House gave \$250. Now, the chief of the Division of Accounts is the auditor of my department, and all of these consequent increases in the expenses of various kinds fall right there on that division, and as to the work of that division, I have an itemized statement here that I will not burden you to read.

**Senator OVERMAN.** Have you not had put in here work for other departments that has come under the chief of the Division of Accounts?

**Mr. GREGORY.** I know of no way in which that work has been decreased by any other department.

**Senator OVERMAN.** I mean, it has been increased?

**Mr. GREGORY.** It has been tremendously increased.

**Senator SMOOT.** That is within the department, not by adding any other bureau or division to the division?

**Mr. GREGORY.** No; nothing has been added to it except the increase growing out of the service.

**Senator SMOOT.** The actual increase growing out of the service?

**Mr. GREGORY.** Yes. That salary has been the same for 20 years. In 1897 that salary was fixed at \$2,000. The work is easily four or five times what it was then, and of course there are a few additions to the force, but the additional time taken by the work is very much greater. I asked \$1,000 increase, to \$3,500, and the House gave only \$250.

#### CHIEF BOOKKEEPER.

**Senator SMOOT.** There is the position of chief bookkeeper and record clerk.

**Mr. GREGORY.** I asked for the chief bookkeeper an increase of \$500 a year, to \$2,500. They gave him only \$200 increase. As in all cases—and I will not repeat that each time—the additional work grows out of the conditions of the service. Where the war conditions have not increased the work, there have been no increases asked for of any character. Then there are two clerks for whom I have asked an increase of \$200 each, under the head of bookkeepers. One of them gets \$1,800 and I asked an increase for him to \$2,000, and one of them gets \$1,600, and I asked for him an increase to \$1,800. They are working far beyond hours.

Senator SMOOT. Then you want one clerk at \$2,000?

Mr. GREGORY. Who is now getting \$1,800.

Senator SMOOT. And you want one at \$1,800 who is now getting \$1,600?

Mr. GREGORY. Yes.

Senator WARREN. In counting these increases of salary of \$2,000 and below, have you taken into consideration the proposition, which I suppose is in this bill, of the increase of the salaries of clerks generally by \$120 a year?

Mr. GREGORY. That applies only, as I understand from the House bill, to those receiving under \$2,000 a year.

Senator WARREN. Yes; I think it is \$2,000 and under.

Mr. GREGORY. It will include \$2,000 and under, and there would be only two salaries here that that would touch.

Senator SMOOT. You mean the ones which I have already spoken of; and it would affect all these clerks that you are speaking of now?

Mr. GREGORY. That was not a recommendation that I made. Of course I have no objections to it; I think it is a highly proper thing. There would be two of those that I have mentioned that would be affected by that House provision, namely, the \$1,600 man that I asked to be increased to \$1,800, and the \$1,800 man that I asked to be increased to \$2,000.

Senator SMOOT. The others would be under the \$2,000 limit, and would not be touched, of course, by this bill. Your total increase are only \$3,900?

Mr. GREGORY. Yes. There is only one other item I have to mention, that of the salary of the chief examiner, and he is the head man under Bielaski, the head of the Bureau of Investigation. His head examiner I have asked an increase for of \$500 a year. This makes up the \$3,900. The House granted, of that \$3,900, \$950. I earnestly hope that the Senate can give us the \$3,900. I assure you that it is pared to the bone.

Senator WARREN. I notice here an added estimate, which reads as follows:

*Provided*, That in making changes under the appropriation entitled "Salaries, Department of Justice," the salary of any clerk in any class may be fixed by the Attorney General at \$100 below the salary fixed by law for such class, and the unused portion of such salary may be used to increase the salary of any clerk in any class by not exceeding \$100 above the salary fixed by law for such class.

That, of course, is quite a new policy. Is that something you have given very much thought to?

Mr. GREGORY. As I understand that to be, I can reduce certain salaries by \$100 and add that to others.

Mr. SUTOR. The particular reason for that, Senator, was that the Post Office Department had such an amendment about a year ago.

Mr. GREGORY. I confess that my attention had not been called to it.

Mr. SUTOR. The House did not allow it. The reason was that we have so few promotions, and we thought if we had two \$1,800 vacancies and we had two men to promote, we might promote them both to \$1,800.

Senator SMOOT. In the Post Office Department the law requires promotions automatically, and promotion comes yearly until they get the same rate of pay, and therefore we have granted this priv-

age in the Post Office, because it would only affect that one year, and he could go to work and arrange his work on that, and save a great deal of money, he thought, by being allowed that; but your department has not that law of promotion, so that it would be a very unwise thing to begin work of that kind in the department.

Senator ROBINSON. Did you request increases aggregating only \$3,900 in the beginning?

Mr. GREGORY. What is that?

Senator ROBINSON. Did your requests for increases aggregate only \$3,900 in the beginning?

Mr. GREGORY. Yes.

Senator ROBINSON. What amount of that was allowed by the House committee?

Mr. GREGORY. \$950.

Senator ROBINSON. Your request seems to me to be a very modest one, and I think there is no impropriety in my saying to you that I think those items seem proper, and in view of the increased amount of work that your department has done your requests should be complied with as they are.

Senator OVERMAN. If they would all pare down that way, there would not be so much trouble.

Mr. GREGORY. I do not want to appear to create a false impression. I want to be candid with the committee. There are certain expenses for which we have been compelled to call, for some portion of them, upon what is known as the national defense fund, that is the \$100,000,000. We have had no funds with which to make that great increase in our detective force.

Senator ROBINSON. It seemed inconceivable to me that you could have done it.

Senator WARREN. But that does not apply to the statutory salaries.

Mr. GREGORY. No, to the nonstatutory, entirely; and of course that increase was made as necessity required.

Senator ROBINSON. But, even taking that into consideration, I think that the showing is a remarkable one.

Mr. GREGORY. This relates to statutory salaries in the department. There is one other item that the chief clerk can briefly explain, if you think it is necessary. The one item of telephone service has increased more than \$10,000. That, again, grows out of the enforcement of the President's proclamation against aliens, with which my department is charged, and the enforcement of the extradition laws. We asked for an increase of \$10,000. They gave us \$3,000. That is based on our actual experience. It will not get less; it will probably increase, if anything; and I hope that that \$7,000 can be added, there, to the miscellaneous items.

One other statement I should make. The solicitors of the Treasury, of the Department of Labor, and of the Department of Commerce, each of those men is appointed by the Attorney General, and they are paid out of his appropriation. They serve, though, exclusively in those departments. I appoint whomever the head of those bureaus ask for those places. The offices of those men are in their departments. We come in contact with them only in a formal way, but they are still on our appropriation.

Senator WARREN. Did you mention there the attorney of the Interior Department?

Mr. GREGORY. No, sir; just the solicitors of the Treasury, Labor, and Commerce Departments. Those three I still nominally appoint, and they are paid out of our appropriation. Those gentlemen ask a few slight increases in each instance, and I told them they would have to appear before the committee and ask about it; that I did not know anything about them. The House declined to grant the request of the Departments of Labor and Commerce, and I understand they are not pressing it further. They declined the request of the Secretary of the Treasury, and the Treasury still insists upon those increases, which I think are small, and their representative is here and will present and justify that request, in accordance with the understanding. So far as I know, it is a reasonable request, but they will have to justify themselves with you. I will answer any questions you gentlemen may have to ask, but I think that is all I have to say.

Senator SMOOT. I think everything is covered.

The CHAIRMAN. We are very much obliged to you.

Senator WARREN. May I ask a question about another matter?

The CHAIRMAN. Yes.

Senator WARREN. I understand that the reporter of the Supreme Court here has taken a place as an attorney in the Judge Advocate General's office of the Army, and in order to hold that work, as reporter of the court, which has been a part of his work for years, we would have to provide that he might continue that, notwithstanding the work in the Advocate General's department. Do you know anything about that?

Mr. GREGORY. That is Mr. Tucker, I think.

Senator WARREN. Yes.

Mr. GREGORY. He has been the reporter of that court for a long time.

Senator WARREN. Yes.

Mr. GREGORY. And he has a salary, I think, of \$1,500 a year.

Senator WARREN. Yes.

Mr. GREGORY. He is a lawyer practicing here in the District, and he was offered that place, and he came down and ask me about it, and I told him that I did not feel that it was a departmental matter, but that the appropriation would have to have some words inserted there to permit him to hold the two places. I think that his position as a major in the Judge Advocate General's office will pay him about \$3,000.

Senator OVERMAN. Three thousand, six hundred, is it not?

Senator WARREN. No; he goes in as a major, and a major's pay is \$3,000.

Mr. GREGORY. To permit him to do that you would have to insert a provision there. So far as I know, it is a desirable thing to do.

Senator WARREN. I know that he has practiced law right along regardless of the reporter's work, as other reporters of courts have done.

Mr. GREGORY. Yes. Is there anything else, gentlemen?

The CHAIRMAN. No; that is all.

Mr. GREGORY. I am obliged to you.

(The following letter from the Attorney General is here printed in full in the record:)

DEPARTMENT OF JUSTICE, OFFICE OF THE ATTORNEY GENERAL,  
Washington, D. C., March 6, 1918.

HON. THOMAS S. MARTIN,

*Chairman, Committee on Appropriations, United States Senate.*

MY DEAR SENATOR: The legislative bill now pending in the House of Representatives failed to include a number of items submitted in the estimates of this department in which I am interested and which I believe to be for the good of the public service. The items are as follows:

1. \$500 increase in the salary of the chief clerk; omitted by the House.
2. \$1,000 increase in the salary of the Chief of the Division of Investigation; \$500 granted by the House.
3. \$500 increase in the salary of the chief examiner; omitted by the House.
4. \$1,000 increase for the Chief of the Division of Accounts; \$250 granted by the House.
5. \$500 increase in the salary of the chief bookkeeper; \$200 granted by the House.
6. \$2,000 position in the Division of Accounts in lieu of one \$1,800 position; omitted by the House.
7. \$1,800 position in the Division of Accounts in lieu of one \$1,600 position; omitted by the House.
8. Contingent expenses, \$10,500 requested for furniture and repairs; \$6,000 granted.
9. Contingent expenses, \$37,000 requested for miscellaneous items; \$30,000 granted.

I asked for a total of \$3,900 for increase in salaries of efficient and deserving heads of bureaus and employees upon whom the vast increase in the administrative and clerical work of the department has fallen and who deserve recognition for the faithful devotion they have shown in this work; and I personally appealed to the House committee to grant these small increases. The bill carries only \$950 of the amount.

The sum granted for contingent expenses is inadequate to meet the actual needs of the department. Our mail has increased over 400 per cent since the outbreak of the war, and we must spend \$5,000 a year for filing cases alone out of this appropriation.

The same may be said of the appropriation for miscellaneous items. We asked for an increase of \$10,000 over the regular annual appropriation under this head. The cost of fuel and light have greatly increased and in one item alone—that of telegraph tolls—our expenses are greater by \$10,000 per annum. Before the war our telegraph tolls were from \$4,500 to \$5,000 a year. This year they will run up to \$16,000 or \$17,000.

May I not ask you to permit me to appear before your committee in person to discuss these items with you when you take up the bill for consideration?

Sincerely yours,

T. W. GREGORY,  
*Attorney General.*

## OFFICE OF SOLICITOR OF THE TREASURY.

### STATEMENT OF LAWRENCE BECKER, ESQ., SOLICITOR OF THE TREASURY DEPARTMENT.

#### CHIEF CLERK AND LAW CLERK.

Mr. BECKER. My item is on page 125.

Senator ROBINSON. You ask an increase of \$500 for each of two clerks?

Mr. BECKER. Yes. Gentlemen. I wrote a letter to the Attorney General yesterday. The chief clerk died on Saturday and I suggested that one of the two law clerks be put in that position. That will cut down the appropriation by \$2,000, and I ask for an increase for these two men so that the appropriation for the Solicitor's office would be \$1,000 less than asked for originally.



Senator ROBINSON. You ask the chief clerk at \$2,500?

Mr. BECKER. Yes.

Senator ROBINSON. And one law clerk at \$2,500?

Mr. BECKER. Yes.

Senator ROBINSON. That would be an increase of \$500?

Mr. BECKER. Yes; but it would make a diminution in the number of clerks, which would make the total amount less.

Senator ROBINSON. Which would make the total appropriated -

Mr. BECKER. \$1,000 less.

Senator SMOOT. Just as soon as we make the chief clerk here \$2,500, all the other chief clerks will want \$2,500.

Mr. BECKER. This chief clerk is a law clerk, at this time.

Senator SMOOT. I know what you say, but there is nothing in that bill to show it, and it will always be pointed to, and if we give the chief clerk of one of these solicitors for the departments \$2,500, they will all want it.

The CHAIRMAN. You say the chief clerk has died, and you have put in his place one of the law clerks?

Mr. BECKER. Yes; and we intend to let him act as chief clerk and also as law clerk, and not appoint another law clerk. Of course the law clerk is a lawyer, and will perform his duties in the same way.

The CHAIRMAN. What did the chief clerk get?

Mr. BECKER. \$2,500.

The CHAIRMAN. And he was supposed to be a law clerk. One of these law clerks is acting as chief clerk at the same salary as he got before?

Mr. BECKER. The chief clerk just died on Saturday, but the recommendation for the increase in the salaries of the law clerks was there.

The CHAIRMAN. Are you sure you can get along with one law clerk?

Mr. BECKER. The law clerks will be just the same. This man acting as chief clerk will do the same work as when he was merely a law clerk.

The CHAIRMAN. You have had there one law clerk that you did not need, then?

Mr. BECKER. Yes.

Senator WARREN. Then, you will cut out this other law clerk?

Mr. BECKER. No; I intend to keep the chief clerk and one law clerk.

The CHAIRMAN. But you want the salary of each of those men increased \$500?

Mr. BECKER. Yes.

The CHAIRMAN. I think we understand that. That is all, is it?

Mr. BECKER. Yes, sir.

(Thereupon, at 12 o'clock m., the subcommittee adjourned until to-morrow, Wednesday, March 27, 1918, at 10.30 o'clock a. m.)

(The following paper was submitted in connection with the statement of Mr. Becker:)

TREASURY DEPARTMENT.  
Washington, August 20, 1917.

HON. THOMAS W. GREGORY,  
Attorney General.

DEAR MR. ATTORNEY GENERAL: Referring to the recommendation of the Secretary of the Treasury to you of the 5th ultimo, that the salaries of the two

law clerks in his office be increased, permit me to cheerfully and heartily join in such recommendation.

It is impossible for the solicitor and assistant solicitor personally to attend to all the legal work required of that office by this department, and much of it must be intrusted to the law clerks referred to. The matters sent to the solicitor's office are generally intricate and important, as nearly every bureau in the department has one or more law clerks or legal advisers who pass upon the general run of questions arising under the laws relating to their respective offices. When, however, a more authoritative ruling is desired the question is submitted to the solicitor's office. Many of the bureau law clerks and advisers receive \$2,500 and more per annum, while the reviewing law clerks in the solicitor's office receive but \$2,000. The latter must have a wider knowledge of the law and be held to a greater responsibility. They also supervise or personally conduct many proceedings in court for the department.

The services which these law clerks render this department are very satisfactory, and much appreciated, and it would afford pleasure I am sure to all the officials of the department if they should receive the increase suggested. Their work is certainly of a character that warrants it, and I believe they ought to have a corresponding official status, not only on their own account but to inspire the confidence of the public in such actions of the Government as may be based on advice given by them.

I hope, therefore, in considering the matter you will find it consistent to act favorably on the request of the solicitor.

I am, very respectfully,

W. G. McAdoo, Secretary.

*Law clerks in the Treasury Department receiving \$2,000 and upward.*

Office Auditor for Post Office Department, 1 law clerk	\$3,000
Customs Division:	
2 assistant chiefs of division, each	3,000
4 law clerks, each	2,500
Comptroller of the Treasury:	
1 chief law clerk	2,500
1 chief law clerk	2,100
3 chief law clerks, each	2,000
Federal Reserve Board:	
1 attorney or clerk	3,600
1 attorney or clerk	3,300
Supervising Architect's office, 1 chief of division	2,500
Internal-Revenue Bureau:	
1 chief of division	4,500
1 income-tax attorney	3,600
2 heads of division, each	2,500
1 head of division	2,250
Various divisions, 17 law clerks, each	2,000

*In Other Departments.*

INTERIOR DEPARTMENT.

Solicitor's office:	
1 assistant attorney	\$3,000
2 assistant attorneys, each	2,750
4 assistant attorneys, each	2,500
7 assistant attorneys, each	2,250
General Land Office, 2 law clerks, each	2,200
Pension Office, 1 law clerk	2,250

POST OFFICE DEPARTMENT.

Solicitor's office:	
1 assistant attorney	\$2,750
1 assistant attorney	2,500

DEPARTMENT OF JUSTICE.

Assistant attorneys, from \$2,500 to \$5,000.

DEPARTMENT OF AGRICULTURE.

Solicitor's office :	
3 law clerks, each	\$2.50
8 law clerks, each	2.50
1 law clerk	2.50
5 law clerks, each	2.00

STATE DEPARTMENT.

Solicitor's office, 1 law clerk	\$2.50
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WAR DEPARTMENT.

Judge Advocate General's office, 1 law clerk	\$2.40
Bureau of Insular Affairs, assistant law officer	2.50

NAVY DEPARTMENT.

Solicitor's office :	
1 law clerk	2.50
1 law clerk	2.50

Section 351, Revised Statutes, provides for chief clerk in office of Solicitor the Treasury.

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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WEDNESDAY, MARCH 27, 1918.

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m.

Present: Senators Martin (chairman), Overman, Underwood, Robinson, Warren, and Smoot.

## STATEMENT OF HERBERT PUTNAM, LIBRARIAN OF CONGRESS.

The CHAIRMAN. Mr. Putnam, we will hear what you have to present this morning.

Mr. PUTNAM. Mr. Chairman, there are really only two items that I ought to take your time to speak of. Of course, my estimates as they are margined, I think, on this copy of the bill included very numerous recommendations for nominal increases of salary. I say "nominal" because they were mostly merely to provide a repetition of the 5 and 10 per cent increases granted this year. We had to put them into our estimates as if they were new increases. So that I have made numerous recommendations which, of course, I do not need to submit at all, because the \$120 flat increase is supposed to take care of those. So I say nothing of recommendations for increases of salary.

### ASSISTANTS IN DOCUMENTS DIVISION.

I asked for seven additional positions in the general service. Of those, three were granted. Of course, I need the other four or I should not have asked for them; but I wish particularly to emphasize the need of the two assistants in the Documents Division. You will find those on page 23, line 22. They are put down in my estimates as two translators, at \$1,260. We have called them translators in asking for them for several years past to emphasize the fact that they must be linguists and that they are called upon importantly for the handling of the foreign languages; but they are needed in all the work of handling the foreign documents. Between 35,000 and 40,000 volumes of official documents are handled by that division alone. They do not come in automatically. They have to be sought. There is an incessant correspondence and solicitation, and in the receipt of them there is an enormous mass to handle which must be classified, and to some extent indexed, and at all events equipped with the

proper apparatus for use. You can not handle it with the ordinary clerk.

The CHAIRMAN. You wanted four translators and the House gave you two?

Mr. PUTNAM. No; we want two, and they have not given us any.

Senator WARREN. You want them at \$1,200, with whatever addition is made generally?

Mr. PUTNAM. Yes.

Senator WARREN. You put them in at \$1,260.

Mr. PUTNAM. The \$1,260 adds 5 per cent; but two \$1,200 people there are urgently needed.

That is all of the additional people that I shall emphasize any need for.

The CHAIRMAN. Two translators?

Mr. PUTNAM. Two translators; or I would rather have them put down as assistants. I say, we have called them translators to explain the need of linguistic attainment there. They will be more or less doing work of translation called for in our legislative service and the miscellaneous direct service of the Library; but they will be also handling this volume of material, classifying it, and helping to make up deficiencies in it.

Senator OVERMAN. Is that in connection with the legislative bureau?

Mr. PUTNAM. No, sir; this is independent of that. This is routine work in perfecting our collection of official documents—in one sense certainly for Congress, the most important part of our collection—and resulting largely, of course, from international exchange with foreign governments. We have an unexampled collection, and we ought to have as nearly as possible a perfect one. Now, ordinary clerks will not suffice for it. They must be high-grade people, and \$1,200 is a pretty small salary. We need at least two of them.

#### LEGISLATIVE REFERENCE.

The other main item, Mr. Chairman, is on page 25—legislative reference. We have had a lump-sum appropriation of but \$25,000 a year for that. I asked for an increase of \$10,000, and the House bill carries an increase of \$5,000. It increases it to \$30,000.

Senator SMOOT. You asked for \$37,000?

Mr. PUTNAM. The \$37,000 includes the percentages.

Senator WARREN. We gave you a deficiency appropriation there, did we not?

Mr. PUTNAM. There was \$2,000 in the deficiency bill for this.

The CHAIRMAN. You asked for \$37,000, and the House gave you \$30,000?

Mr. PUTNAM. They gave me \$30,000; yes, sir. Two thousand dollars for the balance of this year was carried in the deficiency bill.

Mr. Chairman, you will recall that that service was instituted four years ago, experimentally. Any of those who had studied the subject estimated \$150,000 as only a reasonable provision for such a service to Congress. I believe in the evolution of such service, and I was not willing to start in on any such large scale. It would be experimental here with Congress. I was quite content to start with

**\$25,000.** I wanted the experience of several sessions before I recommended even a small advance upon that. Now, we have had that experience. The service is established, and there is no doubt at all that it is needed.

The CHAIRMAN. There is no doubt about its value, Mr. Putnam?

Mr. PUTNAM. I think not, Mr. Chairman.

The CHAIRMAN. I do not mean to prejudge this item, but you will have to bear in mind the fact that we are compelled to economize in the present emergency. The war demands are so great that we shall be compelled to do it or the country will be bankrupted. We are obliged to curtail wherever we can do it. I do not mean to say, of course, that we will not consider this carefully, for we will.

Mr. PUTNAM. Mr. Chairman, your remark gives me the excuse for suggesting this:

You are voting very large sums for executive bureaus, scientific commissions, investigating commissions, for their emergency service. This is a service to Congress. Is it not fair that Congress itself, in this emergency, should appropriate for a service that is doing what this is—war work largely?

The CHAIRMAN. But most of those appropriations to which you refer have some relation to the war.

Mr. PUTNAM. Yes, sir; and this does, Mr. Chairman.

The CHAIRMAN. Remotely and collaterally, but not directly.

Mr. PUTNAM. It is enabling Congress to deal with subjects of legislation arising out of this war. It is incessantly engaged in that. For instance, here is an abstract of my past year's report, which, among other things, shows the range of subjects that this division has treated during the past year. You will find them incessantly dealing with subjects of legislation upon which the committees and the Members of Congress are engaged. It is war work.

The CHAIRMAN. There is no doubt whatever about its value.

Mr. PUTNAM. Here are some of the statements—the documents themselves. If you will look them over, you will find that they arise out of this contingency. Now, then, this is apparatus, Mr. Chairman—apparatus for the use of Congress; and the small sum which we are applying to it, enabling us to keep this small force of efficient people constantly at work, it seems to me, is obviously the minimum, even with the slight advance that I have asked. The slight advance is necessary to enable us to perfect that service in the research assistants and somewhat in the translators and in the overhead service. Of course, it applies all along the line, because the service has to be organic.

Why, Mr. Chairman, there are three States in this country which for their State legislative service provide annually more than we have, and they do it for a legislative period only from one-half to two-thirds as great as ours, and they do it for a service that in the intricacy of the matter with which it has to deal does not compare with the material with which our people have to deal, in the education that is required, the expert knowledge of material, the continuous relation with it, and the importance of the method of presentation of it.

As I said, anyone who estimated the need of this service to Congress would figure in the abstract over \$100,000 as a minimum, if



we are to keep it up at all. We have not dared advertise it very much, because if we did we should be overwhelmed with the demands from Congress. As it is, you will find in looking at the number of inquiries from Senators and Representatives and committees during the past year that 87 Members of the Senate have used it at least once and over one-half of the Members of the House. It is not, however, the number of the inquiries, it is the importance of them, that counts. You will find among these various statements compilations that have been printed by orders of committees - the Ways and Means Committee and others. If we have that service at all, you can not afford to have a sloppy service, a careless service, or anything but an expert service. If you want a statement as to foreign legislation on a certain subject, or the foreign practice on that subject, or the economic effect of foreign legislation, you want it from a man who is competent to search that material, to gauge the relative value of authorities, and to present it in a proper form. Now, moderate as the output in a sense has been compared with what it might have been - for all Congress would have used this if we had advertised it sufficiently - nevertheless I think it can be said that these statements do conform to such a standard.

That excuses my speaking of another detail here

Senator UNDERWOOD. Let me ask you a question there. Do you have technical men in this bureau who are trained in drafting legislation?

Mr. PUTNAM. We do not attempt to draft bills. That was excluded from the service of the bureau.

Senator SMOOT. I have a bill pending for that purpose.

Mr. PUTNAM. Bills have been submitted for a bureau that would include drafting as one of its functions, and, of course, it was urged here, but there was great objection to it, and what we are doing is to compile "data" for legislation. Of course, the data that are compiled include references to preceding legislation, lists of bills on the same subject, reports as to decisions of the Supreme Court upon phrases that have been used, and the meaning of them; all the matter up to the point where the legislator is ready to cast his bill is furnished.

Senator OVERMAN. I see two men here, Mr. Peacock and Mr. Beaman, for the use of Congress in drafting bills.

Mr. PUTNAM. They are not attached to our bureau at all. There is attached to Columbia University, under an endowment, a drafting bureau that assists public bodies, societies, and commissions in shaping up bills, for instance, to carry out certain intentions. That bureau has had here for two years representatives who informally, and without any charge, have been at the disposal of any committee that called them in. They are not associated officially with us in any way. They have, of course, facilities for pursuing research work at the Library, just as other people do.

Senator SMOOT. We used them in the Finance Committee and in a number of other committees some time ago in the Senate, and I know that the House has used them.

Senator OVERMAN. They are very bright men.

Senator SMOOT. Mr. Beaman is a very bright man.

Mr. PUTNAM. Yes. He was once our law librarian. I think they have been called in by various committees. Their work is entirely

nonymous. It has no official relation to Congress. It is simply an aid to perfecting the form of legislation, without affecting its substance.

The detail of which I asked to say a word or two is this:

As this provision comes up from the House, it contains this proviso:

That no person shall be employed hereunder—

Under this lump-sum appropriation—

at a rate of compensation exceeding \$3,000 per annum.

The question of the compensation of the head of this division was not raised in my hearing before the House committee at all; but each year we have reported the schedule of salaries that we propose for this service with an adequate appropriation, and it starts with a salary of \$4,000 for the director, and then \$3,000 for an administrative assistant, and then \$2,500, and \$2,000.

The CHAIRMAN. What has he been receiving heretofore?

Mr. PUTNAM. He has been receiving \$3,000. He does not receive a dollar to-day from this appropriation, because he is law librarian, and he is having to do what he does in connection with this work as incidental to his duties as law librarian. That is to save this appropriation, because it is so far under what the routine work requires. He is the man, however, who planned this service, who organized it, and who is directing it.

Senator OVERMAN. Is that Mr. Collins?

Mr. PUTNAM. No; Dr. Thompson.

Senator SMOOT. This proviso does not affect his salary, then?

Mr. PUTNAM. As law librarian, no; because—

Senator SMOOT. You pay him as law librarian?

Mr. PUTNAM. I pay him as law librarian.

The CHAIRMAN. And he gets as such \$3,000.

Mr. PUTNAM. \$3,000; but, Mr. Chairman, that is not fair to the law library permanently, nor to this legislative service, nor is it really fair to the man. There is that man, the first man on that list—

Senator SMOOT. Let me understand: Up to the present time he has only received \$3,000?

Mr. PUTNAM. \$3,000.

Senator SMOOT. And you want him now to receive \$4,000?

Mr. PUTNAM. He ought to receive \$4,000 now; but what I particularly deprecate is having this provision put in which stands as a restriction practically permanently on that service.

Senator SMOOT. But, then, if this restriction were out, you could not pay him two salaries.

Mr. PUTNAM. No, no.

Senator SMOOT. You would have to pay him \$4,000 as director and take him out of the law library.

Mr. PUTNAM. But he ought to be taken off the law-library roll and put on this roll. Then I would have another man as law librarian. That is what should be done. No man should be called upon to handle those two services. This work is growing too big—it is too important to Congress itself—to have a man dividing his attention between the two. A more routine man could be law

librarian; and it is very unfortunate that, because of the meagerness of this appropriation for legislative-reference service, I have had to put him on the law-library roll and assign him to that, too. I had perfect legal authority within the past year to put him on this legislative-reference roll and pay him \$4,000, but he would not have accepted that, because he realized that every dollar was necessary for the service which we have been so anxious to perfect. But, Mr. Chairman, you know how it is. A proviso of this sort, once attached, hangs onto it; and I think, entirely irrespective of any action this year or of any intention on my part, that this proviso would be very unfortunate. It disparages that service for all time as an expert service. No executive bureau would think of getting an adequate man to direct that service for \$3,000. The bills that have been submitted proposing this bureau made the salary \$7,500.

The CHAIRMAN. They did not pass, though.

Mr. PUTNAM. No; they did not pass.

The CHAIRMAN. There is not any possibility of their passing.

Mr. PUTNAM. But they represent what is the judgment of the people as to what this requires; and think of getting a man with all the attainments represented here, and the right quality of mind, to do this thing, for \$3,000. You can not.

Now, Congress may not want such expert service, but it is the worst economy to try to economize in the direction of it. Everything depends upon the quality of mind and direction of that man.

The CHAIRMAN. I think we understand that, Mr. Putnam. Is there any other matter?

#### GENERAL SERVICE.

Mr. PUTNAM. Nothing in my estimates, Mr. Chairman. Of course we are suffering from the discouragement of losing people from the low salaries, and that is an impairment of our service by the very creation of these other services. We have lost 173 people during the past year out of a force of only about 400.

Senator SMOOT. Where did they go?

Mr. PUTNAM. Over 50 of them have gone into the military and naval service. The rest of them have gone mostly to other Government establishments or commissions. Of course, it not only impairs the service by the loss of them, but it impairs the service by the discouragement upon those who remain of having to stay at smaller salaries and also having thrust upon them an increase of work. Our people in the reading room are really in desperate case through overwork.

Senator SMOOT. Are any of the departments taking employees away from the Library now?

Mr. PUTNAM. Not so much now as it has been done during the past year. They are still doing it, but it is the very low-grade ones that we are losing now. The loss of the higher-grade ones was felt during the past year and through the autumn.

Senator SMOOT. That was secured by giving them an increase in salary?

Mr. PUTNAM. Yes. Then, there is a curious feeling, especially among women, I find, who are anxious to "do their bit," that they will not be doing it unless they are in some Government establish-

ment that has something about the war or the military in its title; whereas, to us who look at the thing broadly, a permanent establishment of the Government, rendering the service that we are, is also doing its bit and its part of the war efficiency.

#### PLANS FOR BOOKSTACK.

The superintendent is, of course, to speak of his own estimates. He has the same stress and inequality between the salaries that he is able to pay his mechanics and other men upon whom the operation of the apparatus depends and the outside salaries. It would be a very serious matter if he should lose the people that he has, who are familiar from years past with the apparatus that exists there. He is to speak of one item, however, in which I am particularly concerned, and that is a provision for making plans for a bookstack in our northeast courtyard. With the plans made, it will be three years before that stack could be made ready; and he has asked for a little sum, only \$1,500, to prepare proper plans for it, with no authority to contract in any way for it. The preparation should be carefully made. That sum would have to be spent in connection with the stack, if built, as it was in the case of the southeast stack, corresponding to this one; and it is not a day too soon to begin to prepare for it.

Senator WARREN. This is a building, is it?

Mr. PUTNAM. No; it is just a bookstack in our northeast courtyard, within the compass of the present building.

Thank you, Mr. Chairman.

#### STATEMENT OF F. L. AVERILL, SUPERINTENDENT OF BUILDING AND GROUNDS, LIBRARY OF CONGRESS.

The CHAIRMAN. Just proceed as briefly as you can. You are not going over the same matters that the librarian presented to us?

Mr. AVERILL. Oh, no; not at all; just building and grounds. I am only going to take up the points that have not been granted by the House. Of course, where the House has given what I have asked for I will say nothing about it.

#### SALARIES, LIBRARY BUILDING AND GROUNDS.

The first item is a clerk at \$2,000. I asked for \$2,400. That clerk is the chief clerk of my office.

The CHAIRMAN. You can go into that briefly; but, speaking for myself only. I am not inclined to increase a salary in the city of Washington under any circumstances, because if we do it will mean millions of dollars and absolutely demoralization of everything. The demands are so great that we can not meet them; so it is doubtful if we will feel at liberty to take up a single one. There is one bureau of one department that came in here and wanted 500 increases of salary. It will be impossible. I am not answering as to the justice of it, but the impossibility of meeting that situation is appalling.

Mr. AVERILL. I will say no more about this case, then, except that this is a salary that is very much deserved. I am not going to lose the man if he does not get the increased salary. I am going to keep

him there, I think; but there are some people I have here that I will have to speak of, because I am afraid I am going to lose my force. They have been asked to go elsewhere. I will keep them from going, of course; I can refuse to let them go, under the Executive order; but—

The CHAIRMAN. The executive order forbids the employment of people from one department by another unless by the consent of the department where they are working.

Mr. AVERILL. Yes; but if I refuse to go out and get a much better man go. When a man can go, he is not much good to anybody or pay, if I say: "You can not go."

Now, I can do that; but it is just a question of money, and deserve it, the navy yard, for asks if I will give my consent, I getting better pay, but the pay raised right here, and I had another course of action. These mechanics need more. I have had offers in town here, from a wireman comes to me and says: "I do not want to hinder your to do the best I can to get your you to stay."

We can not replace that building that must be replaced by one of these items that I will be afraid that if we do not replace them—that is, outside of it in mind the fact there were these statements.

Senator SMOOT. Every man that you speak of here will receive \$120, at least.

Mr. AVERILL. Well, I know; I understood that when I made the recommendations for further increases, because, taking the two together, it will not be any more than these men deserve. But, for instance, take carpenters. I am asking that the pay of one carpenter be increased to \$1,000 from \$900. They are paying, right here in town, \$8.17 a day for carpenters on the new buildings. We are paying about \$3 a day.

The CHAIRMAN. The first item you called attention to there was a proposed increase from \$2,000 to \$2,400.

Mr. AVERILL. I will not say anything more about the clerk, because I will not lose him; but I think I must speak of some of these mechanics, because we must not lose them.

The foreman of laborers, for instance, is a most excellent man. I have asked to have his salary increased from \$900 to \$1,000. That salary has always remained the same. He has never received a promotion.

Senator SMOOT. Go on. What is the next item? You say you want \$1,000 for carpenters?

Mr. A. ERILL. There are two carpenters. There is one to whom I should like to pay \$1,000.

**Senator Smoot.** One at \$1,000. What is the next?

Mr. AVERILL. For a mistress of charwomen, I ask for an increase, and for an assistant mistress, a small increase.

Senator SMOOT. They get \$120 increase as it is. Is not that enough there?

Mr. AVERILL. I do not know that they do. The charwomen will not get that.

Senator SMOOT. Oh, yes, they will, under this provision.

Mr. AVERILL. They do not work a full day.

Senator SMOOT. It does not make a particle of difference; if the house provision is carried they will get an increase of 30 per cent. That is, beginning at \$400, they get \$120, which is 30 per cent. It runs from that up to \$2,000, which is from 30 per cent down to 6 per cent. The charwomen here will get \$120, and it seems to me that is sufficient.

Mr. AVERILL. If these mistresses are classed as charwomen——

Senator SMOOT. They are employees.

The CHAIRMAN. We will look into that.

Mr. AVERILL. All right. I will not say any more about that, because if they get any such increase as that of course it is all right.

Senator SMOOT. That is what they will get.

The CHAIRMAN. What is the next item to which you want to call attention?

Mr. AVERILL. The two wiremen. I will drop another matter that I have there, of an assistant electrician. We wanted to change the title of the position, and give him \$1,200. I do not think I will lose that man. I am only going to speak of the people that I am afraid of losing—two wiremen, at \$1,000 each. They can get \$1,500 anywhere in town, and work every day.

Senator SMOOT. Yes; but they would have to work every day in the year.

Senator UNDERWOOD. There is one thing about this class of places that ought to be considered, and I think men do consider it. As long as this war lasts these conditions will exist, where they can get these higher salaries; but when this war breaks, as it will break some day, there will be a whole lot of men out of jobs, and then they will be glad to have permanent jobs.

Mr. AVERILL. That is exactly what I am telling these people. That is the only way I can keep my mechanics in there—to talk to them like that.

Senator WARREN. After the war there will be a lot of wounded men back here, and they will be perfectly sufficient for a great many of these jobs, and these other people will be discharged.

Mr. AVERILL. Yes.

#### TEMPORARY SERVICE.

I ask for \$500 for temporary services of additional employees when found necessary, at the discretion of the superintendent, in the operation of the Library buildings and grounds. The House did not grant that. That is important. I asked for that last year also. It is important in that it occasionally happens that both telephone operators are out of town or away or sick at the same time. It has happened several times, and I have had to put on messengers, stenographers, and people who really can not operate that switchboard properly. They are not skilled operators. I should like some way so that I can send to the telephone company and get operators, and pay them for operating the switchboard.



Senator WARREN. Do you think it would be possible for you to put on any kind of an operator from your messenger service and give as poor service as we get downtown, generally speaking, nowadays? Perhaps you do not want to commit yourself upon that point, but it strikes me that we have the worst service in this town that I ever knew of anywhere.

Mr. AVERILL. I will say this, although, of course, you know it—that when you are talking through the switchboard at this end and through the central to another branch station and then through another switchboard, it is pretty hard to locate the fault. I do not think the fault is in the Library. We are trying to keep up a high standard of service there.

Senator WARREN. No; I do not allege that. You have better service.

Mr. AVERILL. I understand, but it is awfully hard to trace the trouble.

Senator SMOOT. You think this \$500 is necessary, do you?

Mr. AVERILL. I do. In case of snow, for instance. When we have a snowstorm we have to wait until the snow melts off. We can not shovel it off. We will have to wait for it to melt. We can not put on any extra employees; and it was for that kind of purposes that I wanted that \$500.

#### FUEL, LIGHTS, ETC.

Under the fuel-and-lights appropriation, the House struck out certain items. That is all right, but taking out those items it would have left \$18,500. They cut it to \$18,000. We find it very hard to get along with the appropriation this year. It is practically exhausted now. I do not think we have more than \$100 or \$125 in that appropriation now. I should like very much to have \$18,500 substituted for the \$18,000 there, as a total. I do not know just where they took out the \$500. It does not seem to add up right.

Senator OVERMAN. Do you think that is an error?

Mr. AVERILL. I am not sure that it is an error, but I can not pick out the item that would have given that \$18,000 as a total. I should also like to ask that \$500 of this appropriation be made immediately available.

Senator SMOOT. Do you mean of the \$18,000?

Mr. AVERILL. Of the \$18,500, or \$18,000, whichever it is, for this reason: The increase of business of the Library has been very great. For instance, the telephone calls and the telephone expense went up 36 per cent and over in one month, the month of January, and it is going right up all the time. The appropriation for things of that kind is almost exhausted; now, I hardly see how I am going to get through the year; and a little money to tide over the last month or so of the year would be very important; \$500 would do that, and all we need to say is, "of which \$500 is hereby made immediately available." The House, in the furniture appropriation, granted \$2,000 to be immediately available on account of some extra furniture that we had to purchase.

#### AUTOMOBILE SHED.

I ask for an appropriation of \$3,800 for the construction of an automobile shed on the east side of the Library grounds. Our three

automobiles which fill the wooden shed that is there are rapidly going to pieces. They have been in service there for five or six years. One of them will have to be replaced immediately after the 1st of July. There is authority for that in the House bill. The shed itself is an old wooden shed. It was evidently built as a temporary expedient years ago. It is now too small; and when one of these three machines that we have is backed into that building—and they are not large machines; the machines that are built now are larger and a little longer—the machine is backed against the back wall of the building and there is about 6 inches left to the door. In other words, in the winter a man can not go in that building and clean up his machines. He can not get around the machines inside the building, and there is no chance to make repairs; so in the winter it is almost impossible to make repairs there, and we have to send the machines over to a private garage and workshop for repairs, whereas otherwise we could do the work ourselves.

#### PLANS FOR BOOKSTACK.

The only other item that I want to call your attention to now is for preparation of plans, specifications, and estimates for bookstack in northeast corner of the Library Building, \$1,500. That is a little less than one-half of 1 per cent of the cost of the work. The question was asked whether that was a building. It is a building, in that it will have a roof over it and fill the court just the same as the bookstack in the southeast court; and it is a building, except that, of course, the present court walls of the building form the side walls of the stack.

Senator WARREN. Will that cut off the light in other parts of the building?

Mr. AVERILL. In some minor places; but it will be no worse than in the case of the southeast stack. At first I was very much opposed to putting a stack in that court, but it was done in the other court after full consideration; and in my report this year I referred back to the hearings that were held on the question of building that bookstack in a court, taking a court for that purpose. After pretty good study, I have come to the conclusion that it is the only thing we can do. It brings the books together, and the administration is so much easier that it is really the only thing you can do, unless you go across the street or extend the building outside the present walls.

Senator WARREN. Approximately how many square feet have you there?

Mr. AVERILL. I have forgotten that now.

Senator WARREN. About how many? Do you build it to the same height as the other?

Mr. AVERILL. Yes.

Senator WARREN. You put the roof to the top?

Mr. AVERILL. Yes. It is approximately the same size.

Senator WARREN. Well, it does not matter.

Mr. AVERILL. I have the capacity of it. It would hold about a million and a half books—a little more than that, probably. With a generous allowance for open shelves—10 per cent, or something like that—I think we could get a million and a half average-size books

in this stack. Now, if we get the \$1,500—which, as I say, is less than one-half of 1 per cent of the cost of the job—I propose to make drawings which I will have after the war is over, so that we can get competitive bidding on that stack, which was not done before.

Senator WARREN. You expect to spend \$150,000 or more in making the building when you come to it?

Mr. AVERILL. The other stack cost over \$300,000; and at the present prices, according to a rough estimate that I made, if it was built to-day, duplicating this stack in the other court, it would cost over \$400,000.

Senator OVERMAN. What is that stack built of—granite?

Mr. AVERILL. Steel.

Senator OVERMAN. All steel?

Mr. AVERILL. Absolutely all steel; yes. There is no surrounding wall at all.

Senator WARREN. You see, it is inside. The walls are all there. This is just closing up the court.

Mr. AVERILL. It is simply a solid bookstack with a steel roof overhead. It would be absolutely out of the question to attempt to build it now; but I want over a year to study the thing, to get the details; and then, when we have the plans ready for it, it can go out on a competitive basis, instead of turning to one contractor and asking him to build the building, which was done before. We ought to save a lot of money in that way; and if we are going to get that stack in the next four years, we ought to start the work of designing right now.

**STATEMENT OF COL. CLARENCE S. RIDLEY, UNITED STATES ARMY,  
IN CHARGE OF PUBLIC BUILDINGS AND GROUNDS AND SUPER-  
INTENDENT OF STATE, WAR, AND NAVY DEPARTMENT BUILD-  
ING.**

**EMPLOYEES AT HENRY PARK RESERVATION BUILDINGS.**

Col. RIDLEY. Mr. Chairman, I should like to invite attention to the employees for the War and Navy Department Buildings in Henry Park Reservation, on page 82. I should like to ask that all of the employees who were provided for in the urgent deficiency bill as it was submitted to conference be included in this bill, with the salaries provided in that bill.

The CHAIRMAN. You do not want any increases of salary. You just wish to continue them at what they receive under the deficiency bill?

Col. RIDLEY. Yes, sir; with one or two additions. I understand that the conference agreed to all of those. Of course these are new buildings, and this bill establishes the quota of employees for these buildings. It is a war measure, for temporary buildings, and all of the employees that are provided in the urgent deficiency bill are now employed and are all necessary.

The CHAIRMAN. You just want the money to pay them for the next year what they are receiving now?

Col. RIDLEY. Yes, sir.

## GUARDS, HENRY PARK RESERVATION BUILDINGS.

In addition to those, I should like to invite attention to two items—first, the item for the guards.

Senator OVERMAN. What line is that?

Col. RIDLEY. That is on line 2, page 83. The urgent deficiency bill provided for 155, and I should like to have that number increased to 185.

The CHAIRMAN. You have how many now?

Col. RIDLEY. We have 155.

The CHAIRMAN. And the House gave you 135?

Col. RIDLEY. Yes, sir; I did not have a hearing before the House committee.

Senator SMOOT. You want 185?

Col. RIDLEY. I want 185.

Senator SMOOT. That is what you wanted before?

Col. RIDLEY. Yes, sir. We have been operating those buildings now for some time, and with this 155 we can only have 10 men in each of those large buildings to handle the visitors. We have found there, by actual count, that in two of the buildings there have been more than 1,200 visitors in one day, and they averaged around 1,000 to 1,200. Now, in the three buildings I expect there will be 1,500 to 1,800 visitors daily. These people are all kinds of people. They have to be watched, and unless they are taken to their places by guards we can not be responsible for the safety of the buildings. Among 1,500 to 1,800 people a day there may be somebody who wants to do damage, and there very probably is somebody.

Senator OVERMAN. Those are the new buildings that we have erected?

Col. RIDLEY. Those are the ones down in Henry Park—the new buildings. They are temporary buildings.

The CHAIRMAN. You want the 135 increased to 155? You want 20 more?

Col. RIDLEY. No, sir. The urgent deficiency bill carried 155, and I want now 185.

Senator WARREN. He wants to go up to 185.

Col. RIDLEY. I want to go up to 185. I asked for 185 before, and we have found that they are absolutely necessary for the proper handling and protection of the buildings.

The CHAIRMAN. You want 185 down there where you have 135 in the House bill?

Col. RIDLEY. Yes, sir.

Senator WARREN. Have you anyone there who is in the uniform of the United States and under the pay of the Army?

Col. RIDLEY. I have an Army officer, Capt. McLean, who is in charge of the park police. I gave him the organization of this force in addition to his duties. He has an assistant, also, who is an Army officer. Those men have organized this force, and they regularly inspect it and have charge of it.

Senator WARREN. Those are all you have?

Col. RIDLEY. Those two men; yes, sir. Now, there is a military guard on the outside from 3.30 in the afternoon until 7.30 in the

morning. They were put on by the Secretary of War, but they are just outside the buildings and have nothing to do with the interior guard.

Senator WARREN. In other words, they walk their beats?

Col. RIDLEY. They walk their beats. We have found that soldiers are more suited to that service.

Senator WARREN. Two hours on, and two hours off?

Col. RIDLEY. Yes, sir. They have reliefs.

Senator WARREN. A military guard?

Col. RIDLEY. A military guard. They are suited to that service, because they have certain orders, which they carry out rigidly. These men that I am asking for are men who deal with visitors who come to the buildings, who have to use discretion.

Senator WARREN. They have nothing to do with the watchmen's force?

Col. RIDLEY. The men I ask for are watchmen. The military guards have nothing to do with them.

The CHAIRMAN. You want 185 guards where the House gave you 135.

Senator WARREN. Do any of this force serve as night watchmen?

Col. RIDLEY. This force? Yes, sir. Inside the building, this force is on duty continuously. We have the buildings patrolled continuously, 24 hours a day, inside.

Senator WARREN. Then, you have to work only part of the time?

Col. RIDLEY. We have a part of this force of watchmen on duty outside in the daytime. They are relieved, then, by the military sentinels at night on the outside only.

The CHAIRMAN. You have not got 185 now. Under the deficiency bill, we did not provide for 185.

Col. RIDLEY. You provided for 155, Mr. Chairman.

The CHAIRMAN. That is what I thought.

Senator UNDERWOOD. He wants 30 more than at present.

Col. RIDLEY. That will give us 20 men to each of those large buildings for conducting visitors.

The CHAIRMAN. The House gave you 20 less in the deficiency bill.

Senator SMOOT. Yes; we added that to the deficiency bill. We made it 155.

The CHAIRMAN. Yes; that is right.

Senator UNDERWOOD. Now he wants 30 more.

Senator SMOOT. He wants 30 more.

Col. RIDLEY. Of course my remarks now must be taken in connection with my first request that the numbers included in the urgent deficiency bill be continued in the legislative bill.

Senator OVERMAN. Do I understand that you want to add 185 here, and then include the addition that is in the deficiency bill?

The CHAIRMAN. Oh, no; he wants 185 altogether.

Senator OVERMAN. That includes those in the deficiency bill?

The CHAIRMAN. Yes.

Col. RIDLEY. Yes; that is an increase of 30 over the urgent deficiency bill.

Senator SMOOT. The deficiency bill took it up to June 30, and this is to take it through the coming fiscal year.

## CHARWOMEN.

Col. RIDLEY. There is one other item, the item of charwomen. In the urgent deficiency bill, there were 80 allowed. We have that number employed now, and they are not sufficient to clean the buildings. Now, to make a comparison with another building which has been running along for many years, the main State, War, and Navy Building, at the corner of 17th and Pennsylvania Avenue, has 67 charwomen. They have been considered every year, and have been found necessary before; and our buildings down there contain two and a half times the area of that building, and yet the urgent deficiency bill only allows us 13 more charwomen. To clean the building properly we would have to have 120.

Senator SMOOT. You want 40 more, then?

Col. RIDLEY. Yes, sir. We have had complaints about the cleanliness of the building right along, as it is now.

Senator SMOOT. That is, you want them because of the fact that, according to space, one other department has more to the square foot than you people have?

Col. RIDLEY. That building is under my charge also. The State, War, and Navy Building is under my charge.

The CHAIRMAN. Is it not more difficult to clean this building than the State, War, and Navy Building? It is rougher.

Col. RIDLEY. It is more difficult.

The CHAIRMAN. I should say, from my personal observation, that it was much more difficult.

Col. RIDLEY. We have also had complaints from outside people that we were overworking our charwomen.

Senator SMOOT. Not from the charwomen, but from outsiders?

Col. RIDLEY. Not from the charwomen, but from their friends.

Senator WARREN. Walking delegates?

Col. RIDLEY. No; these were people who had employed them before in the city, to whom they had gone; these women are really necessary to keep the building in a clean and sanitary condition.

The CHAIRMAN. Is that all you want to present?

Col. RIDLEY. That is all; yes, sir.

## STATEMENT OF GEORGE W. HESS, SUPERINTENDENT OF THE UNITED STATES BOTANIC GARDEN.

### SALARIES, BOTANIC GARDEN.

Mr. HESS. Mr. Chairman, I have just a brief statement to make.

In regard to my salary, I estimated \$2,500. My present salary is \$2,000, and the House, after my showing the necessity of an increase of \$500, allowed me \$2,250.

For the assistant superintendent, Mr. W. J. Paget, I estimated \$1,400. His present salary is \$1,200. I estimated an increase of \$200, and the House allowed \$1,300. Mr. Paget came to the Botanic Gardens as a gardner 14 years ago at a salary of \$75 a month. He was appointed assistant superintendent approximately five years ago, receiving a salary of \$100 per month. The salary of the assistant superintendent has remained the same since the position was



created, some 25 or 30 years ago. Similar positions at the Department of Agriculture, the propagating gardens, and other botanic gardens pay from \$1,400 to \$2,500 per annum.

Senator SMOOT. If he is allowed \$120 extra, that would make his salary \$1,420. Would that be satisfactory?

Mr. HESS. Yes, sir.

Senator SMOOT. I think that will be allowed. It is in this bill, so you need not spend any more time on that.

Mr. HESS. All right. Then in the case of my clerk, Mr. C. V. Stiefel, I have estimated for \$1,200. His salary is \$800. Mr. Stiefel came to the Botanic Garden early in the month of September, 1913, at the salary of \$75 per month. The increase asked for is very small considering the responsibilities connected with his position. His duties are of such a nature that they require a peculiar experience. He supervises the office work, has charge of the records and accounts, and also conducts all of the correspondence. In view of the fact that he has been employed in his present position for nearly five years he has the necessary experience to carry on this work in a very satisfactory manner. The sum of \$1,200 is rather small pay for a position of this character.

Senator SMOOT. He will get \$1,120. Would that be satisfactory?

Senator ROBINSON. You do not mean that, do you?

Senator SMOOT. The House gave him an increase from \$800 to \$1,000, and now \$120 more makes \$1,120.

Senator ROBINSON. Your estimate was for \$1,200, was it?

Mr. HESS. Yes, sir.

Senator SMOOT. That is near enough, is it not?

Mr. HESS. Yes, sir.

Senator SMOOT. Of course in the case of your salary, Mr. Hess, under the House provision you would not get any increase at all.

Mr. HESS. No, sir.

I submit an estimate for the gardener in charge of greenhouses, B. F. Diedrich, of \$1,020. His present salary is \$960, so it is an increase of \$60.

Mr. Diedrich is one of the oldest employees at the Botanic Garden, having passed his eighteenth year of service. His duties are very similar to those of a foreman; in fact, he might be called a greenhouse foreman. He is directly in charge of four of the greenhouses on the south side of Maryland Avenue. He is a man of considerable experience.

The pay of gardeners of this character elsewhere ranges from \$1,200 to \$1,400 per annum.

Senator SMOOT. He will get \$1,080.

Mr. HESS. I estimate for four gardeners at \$960 each. Their present salary is \$900, so there is an increase of \$60 each.

These men are men of considerable experience in their special lines, such as carnation grower, rose grower, propagator, etc., and are directly in charge of one or more houses. They have been in the service for periods ranging from 3 to 13 years. Gardeners at the Department of Agriculture, the Propagating Gardens, and other botanic gardens receive from \$1,000 to \$1,400 per annum.

Senator SMOOT. They will get \$1,020.

Mr. HESS. Next I estimate for an outside foreman at \$900, an increase of \$180. The House allowed \$780.

The duty of the outside foreman is to supervise the work done in the grounds, such as planting and taking care of the flower beds, and looking after the trees, shrubs, etc. This position requires as much skill as that of a gardener.

Senator Smoot. One hundred and twenty dollars will make that just \$900, the same as you estimated.

Mr. Hess. I have estimated for two shipping clerks at \$780 each. Their present salary is \$720 each, so there is an increase of \$60 each.

As you no doubt know, the Botanic Garden is growing rapidly. By this I mean that each year our annual distribution of plants through the Senators and Representatives in Congress has greatly increased. This, of course, means more work for these employees. The requirements of this position are a knowledge of plants, their care, climatic environments, etc. Hence it is necessary that the shipping clerks shall have had quite a little experience in handling plants before being appointed.

Senator Smoot. And the shipping clerk will get \$120, which will make \$840.

Mr. Hess. The sum of \$1,200 is asked for to purchase and maintain a passenger-carrying vehicle for office use. This is the only branch of the Government service that I know of where the officials do not have an automobile at their disposal for official use. This machine is very much needed owing to the fact that my duties take me over the entire District of Columbia on matters relating to the Botanic Garden. Of course, we now have a delivery vehicle, but we are very often handicapped due to breakdowns on this machine. If we had a passenger-carrying vehicle we could put this into use as a delivery vehicle whenever the occasion demanded.

The sum of \$500 has been asked for to purchase botanical reference books and periodicals. This Botanic Garden is the only botanical garden that does not have its own collection of reference books. The only books we have are a set of horticultural works by Bailey, which are so old they are falling to pieces. These books, I believe, were presented to the Botanic Garden by the late superintendent, William R. Smith. I earnestly hope that a portion of this amount will be allowed, if you do not see fit to allow the full amount.

Senator Overman. What does the Ford automobile cost?

Mr. Hess. I think \$750, if I remember correctly.

Senator Overman. You estimate for \$1,000. Do you propose to buy a better machine than a Ford?

Mr. Hess. A Ford would do.

Senator Robinson. Those ordinary Ford machines will cost only \$490?

Mr. Hess. \$490, I think it is.

Senator Smoot. I think they have increased once since they fixed that price.

Mr. Hess. I think we estimate a thousand dollars, to include the maintenance of it.

Senator Robinson. For care and maintenance.

Senator Smoot. That is in. Have you a motor-propelled delivery vehicle now?

Mr. Hess. Yes, sir. It is broken down now. It is this minute in the garage, and we had to send to Wisconsin to get the parts.

Senator SMOOT. I thought we had provided for that.

Mr. HESS. It will be three weeks before we can use it again.

The CHAIRMAN. Is that all you wish to present?

Mr. HESS. Yes, sir; I thank you.

SHORTHAND REPORTING RATES.

Present: Messrs. H. H. Pechin, A. H. Galt, Thad. E. Ragsdale, D. O. Morgan, Frank M. Williams.

**STATEMENT OF MR. HERMAN HOWARD PECHIN, PRESIDENT OF THE NATIONAL SHORTHAND REPORTERS' ASSOCIATION, AND PRESIDENT OF THE SHORTHAND REPORTERS' ASSOCIATION OF THE DISTRICT OF COLUMBIA.**

Mr. PECHIN. Mr. Chairman and Senators, we represent the shorthand reporters of Washington. We have an association here, and all the good reporters, outside of the officials at the Capitol, belong to our association. I also happen to be president of the national association, which is interested in a matter of this kind, and they have asked through me for an increase of the rate.

Senator OVERMAN. Why do they ask for it? It is only the stenographers here who are interested, is it not?

Mr. PECHIN. There is a good deal of interest in affairs at Washington, and the fact that we are paid less here for this reporting work than the general reporting rate throughout the country has been commented on every year at our conventions, and they want to know why some of us down here in Washington can not get what we get elsewhere for reporting.

I think it would be interesting to state that the rate formerly was \$3.16 a printed page. That was away back, when I was a little boy in the seventies. I remember my father did committee reporting here and got \$3.16 a printed page. After that it was reduced to \$2.50, and then to \$1.50, and when Senator Cockrell was chairman of this subcommittee it was reduced from \$1.50 to \$1.25 a printed page. This was along sometime in the eighties.

A dollar and a half a printed page means 25 cents a folio, practically, which is the prevailing rate for shorthand reporting in Washington and in other cities. This rate of \$1.50 was the rate formerly paid by the Senate, at a time when it meant a great deal more to the reporter in the way of earning power than it would under present conditions. A dollar and a half per printed page would approximate 25 cents per 100 words, which is the prevailing rate paid by litigants in civil cases in the courts here, the rate now paid by most of the Government departments and bureaus, and the rate prevailing generally here and in other large cities for shorthand reporting where the reporter does not receive a salary in addition to his transcript fees.

In court reporting where a lower rate prevails it is in addition to a salary paid the official reporter. There are no official reporters in Washington outside of the official reporters in Congress.

Committee work is very much more difficult than court reporting. The subjects of hearings are often technical and a higher degree of

skill is required and much more time and care are necessary in getting out the transcript. The accomplished shorthand reporter will lit and revise extemporaneous speeches and statements where they are not sworn to in order to make them grammatically correct and read smoothly. This is the case in most committee hearings. In court reporting the sworn testimony of witnesses is dictated verbatim and little time is necessary for revision.

The Senate should have the very best reporters obtainable to report their committee hearings and in order to obtain such men at all times the market price for this class of work should be allowed.

With the prevailing rate of \$1 per printed page, for Senate committee reporting it is often difficult to obtain the services of the best reporters in Washington, who find court reporting and other general reporting in the city more remunerative.

Senator OVERMAN. What does the House pay?

Mr. PECHIN. The House pays only 15 cents a folio. We are making a similar request there, to have the rate raised to 25 cents per folio. They reduced their rate from 25 cents, which prevailed for years, to 15 cents, and they have great difficulty now in getting their work done by competent reporters.

The CHAIRMAN. Is not the committee work on the House side done by salaried men?

Mr. PECHIN. They have four official reporters, but they can not begin to cover the committees in the House. I have known times over there when they have had to call on as many as 10 outside men to cover their committees; and, of course, four men can attend to only four committees, as you can readily see.

The CHAIRMAN. If they were all sitting at once, which is not frequently the case.

Mr. PECHIN. But not only that, Senator, the appropriation committee there, when they are considering bills, will require the services of three of the official reporters. They divide it in turns, that way, so that one committee not only demands one reporter, but often demands two or three.

Senator OVERMAN. Let me ask you this: Would it be economical for the Senate to fix salaries and employ a number of reporters to attend to the large committees that have hearings? Would it not be economical to do that?

Mr. PECHIN. I do not think it would.

Senator OVERMAN. We are paying out more money for this reporting than the salaries of a half a dozen reporters, even if we paid them good salaries.

Mr. PECHIN. You would be surprised to know how little you pay out. Only \$8,338 was paid out for committee reporting in the Senate in the last fiscal year for which the report is printed. If you had four official reporters at \$5,000 a year, that would be \$20,000. But probably they could not cover the committees for which you paid \$8,338.

Senator ROBINSON. Do the figures that you have given embrace the reporting of the investigations that were made by the various committees?

Mr. PECHIN. Yes, sir; everything paid out for that year.

Senator ROBINSON. And joint committees?

Mr. PECHIN. Yes, sir.

Senator OVERMAN. Everything?

Mr. PECHIN. These figures are from the report of the Secretary of the Senate. The total volume of Senate reporting of committees is insignificant compared with the volume of shorthand reporting in Washington.

Senator SMOOT. That was not all that the Auditing Committee paid out, was it?

Mr. PECHIN. That will account for this report.

Senator SMOOT. That is all more than that paid out.

Mr. PECHIN. I have more to tell you. I am sorry I did not bring the report. For the year, for which figures are available, the total amount for committee reporting for the Senate was \$8,338. The proposed increase to \$1.50 per printed page would therefore involve an increase of only \$4,169.

Senator UNDERWOOD. You are taking the fiscal year ending June 30, 1917, and not the fiscal year we are in now, which will end June 30, this year.

Senator ROBINSON. He could not have that, because it is not ended.

Senator UNDERWOOD. Your figures were for a normal year. That would not apply to a year like this.

Mr. PECHIN. Yes, Senator; it was a normal year, with a long session of Congress in it. Here are the different men who received this money. It is, perhaps, not necessary to go into that, but I have a list of the reporters.

Senator OVERMAN. Let me see that.

Mr. PECHIN. That is the year for which the last figures were available. Here is the paper showing the figures from the House side, but that would not be pertinent here. I had that gotten up for an argument before the House committee and not to use before this committee.

It is often desirable that a committee should have one or more carbon copies of the transcript of a hearing, and until recently there has never been any question about allowing 5 cents per folio for each carbon copy furnished the committee. Recently, however, the Committee on Contingent Expenses has passed a rule that such compensation for carbon copies shall not be allowed. In order that there may be no question about the right of a committee holding a hearing to order a carbon copy when it desires it and no question about the reporter receiving compensation therefor, we suggest that provision should be made in the law for the payment for carbon copies in such cases at 5 cents per folio.

You gentlemen are familiar with the greatly increased cost of living in Washington and probably with the fact that the cost of all of our supplies in the way of paper, carbon paper, etc., has increased more than 100 per cent, but perhaps the most serious aspect of increased expense to the shorthand reporter is the difficulty of securing competent amanuensis assistants. The Government has taken all the available amanuenses that they have been able to secure, and we find great difficulty in securing and retaining competent assistants for our work.

Senator ROBINSON. What would a reporter of average efficiency ordinarily make per day?

Mr. PECHIN. When a reporter is busy, actively taking notes, at the rate of 25 cents a folio he can make \$50 gross per day. That is for a good day's work. But it is a very great mistake to think because he can make that that he does make it, because shorthand reporting is a very uncertain thing. It comes in spurts. We have work one week and the next week we do not have any, and perhaps we do not make anything.

The CHAIRMAN. When you are actively at work, what is a fair estimate?

Senator ROBINSON. Including what he has to do in order to get the compensation. Of course, taking the notes is only a small part of it, as he has to transcribe it and deliver it.

Mr. PECHIN. The busy shorthand reporter will make \$5,000 a year. We have 30 members of our association in the District of Columbia who are engaged in general reporting. They have no salaries. There are no official reporters in the District of Columbia, and out of those 30 there are not certainly over five or six who make \$5,000 a year. They are the ones who are busy most of the time, who have a lot of work. The other men would be able to make just as much if they had the work; but, as you realize, where there are no official reporters in the courts, there are a great many cases not reported and a great many days that many reporters are idle.

The CHAIRMAN. I have been urged by some parties to have the law changed so as to have the reporters employed by the year, at \$5,000 a year. Would that be more advantageous than under the present system, by which they get a dollar a printed page?

Mr. PECHIN. Such a position would be a very desirable one, I think, for any of us who has not a very big business. There are a few shorthand-reporting firms in Washington—for instance, the firm of Smith & Hulse, who have the Interstate Commerce reporting—who make money on their contracts by selling copies. They employ other shorthand reporters. But for the man who is dependent on his own labor, with his typewriting assistants in his office, the salary of \$5,000 would be considered very desirable, and would be more than any of us now make in reporting committees of Congress.

Senator ROBINSON. It would also cost the Government very much more, would it not?

Mr. PECHIN. It would, just as these figures show.

Senator ROBINSON. How many shorthand reporters would be required, in your opinion, for committee reporting if the work were placed on a salary basis?

Mr. PECHIN. Four do not cover the House hearings, by any means. There they had two for many years, as I have no doubt Senator Overman remembers, and perhaps Senator Robinson remembers.

Senator ROBINSON. I remember.

Mr. PECHIN. Then they were increased to three and then to four, and the argument was that if they would get another reporter they would save payment of these bills. But that is not so, because the reporting all comes at one time, when there is a great demand for the expert reporter, and then at other times of the year even the four official reporters do not have very much to do.



Senator SMOOT. For months at a time there is very little.

Senator OVERMAN. Could we make a contract with one of these firms, such as is made for the reporting on the floor of the Senate?

Mr. PECHIN. I think that would be more practical and more economical to the Senate. For instance, instead of paying four men \$5,000 each, if you paid one reliable firm \$20,000, that ought to cover the reporting.

Senator OVERMAN. We have a contract, I believe, with the reporters of the Senate, at \$30,000.

Mr. PECHIN. \$30,000.

Senator OVERMAN. Or, rather, \$25,000, as we usually give them an allowance.

Mr. PECHIN. That has been so for many years, and that is practically the same as the House. The House pays six men \$5,000 each, which is \$30,000. The Senate, as you probably know, does not pay the men individually, but pays the contractors, Mr. Murphy and Mr. Shuey, \$30,000, out of which they pay their assistants. I have worked as a substitute on the floor of the Senate, and so, of course, I know about it.

Senator ROBINSON. When I was chairman of the Committee on the Public Lands in the House of Representatives they had four official committee reporters, and we were frequently having hearings. I think it was true that at least half of the time the official reporters were unable to attend, because their presence was required elsewhere, and they had to call in other reporters on this contract basis. Most of the work was done that way.

Senator OVERMAN. If we had a firm under contract we could call on them to furnish us a reporter whenever we wanted one.

Senator SMOOT. Can you not put the balance of your paper in the record, so that we can read it?

Mr. PECHIN. I have not anything further, Senator. The point is that we are simply asking for the prevailing rate or for the restoration of the former rate.

Senator OVERMAN. You mean that the prevailing rate is \$1.50 a printed page?

Mr. PECHIN. Not \$1.50 a printed page, but approximately that. The rate is computed on the basis of a folio. Twenty-five cents a folio is the rate in Washington, in New York, in Philadelphia, in Boston, in Chicago, and in other cities of that size; and that is what we are asking. We think it would be only fair to allow us that rate.

Mr. Galt, here, does more Senate work than any other man, probably, and if there are any questions he can no doubt answer them. I have not sought this work, because I have a contract with the Department of Justice which is more profitable than this work; and while I have done considerable committee reporting up here, and a great deal in the past, when the rate was more, I can say truthfully that I have not sought this work, as a good many other reporters of experience and ability can say it. Mr. Galt has done this work especially, and has a good office force and attends to it, and probably he is able to make a living out of it, although he tells me it is pretty hard to make both ends meet at \$1 a printed page. Probably the committee would like to hear from Mr. Galt.

Mr. GALT. I was going to suggest that you hear Mr. Williams, my associate, who has gone into the matter of figures, very briefly.

The CHAIRMAN. We do not want to duplicate what we have heard. We have not the time to do that.

Mr. GALT. He will not take more than five minutes.

Mr. WILLIAMS. I have prepared some figures here showing the actual cost of doing this work which for the last year we have taken merely as a filler. In other words, we just take it to keep the force we have busy, because we have some Government contracts which require the maintenance of a rather large force. It costs us 6 cents for the reporters per folio, 5 cents for the typewriters, and 5 cents overhead, making 25 cents a folio. There are  $5\frac{1}{2}$  folios a printed page, bringing the cost per printed page to us to the sum of \$1.37 $\frac{1}{2}$  a printed page. The rate in the Senate is \$1. I have figured over a great many pages, and found that the printed inserts bring up the gross receipts from the Senate for this committee work 7 cents more, making \$1.07, entailing on us a loss of 30 $\frac{1}{2}$  cents per printed page, which we pay, charging it up to profit and loss, to keep the men busy.

Senator ROBINSON. You mean that this work is actually done at loss?

Mr. WILLIAMS. It is done with us at an actual loss of 30 $\frac{1}{2}$  cents per printed page.

The CHAIRMAN. So on all the work you do now in the Senate you are losing money?

Mr. WILLIAMS. It is at a loss.

The CHAIRMAN. Why in the world do you not quit?

Mr. WILLIAMS. We do it as a "filler." We have to keep the men busy.

The CHAIRMAN. I do not think men ought to work and lose money all of the time. I do not understand how you can afford to do it.

Mr. WILLIAMS. You would be surprised to look over our books and see what the loss on the Senate work amounts to.

Senator SMOOT. Do you figure in the Senate hearings the pages that go in the form of statements from the departments, and letters, and all sorts of insertions? Do you figure that in figuring the cost that you have submitted here?

Mr. WILLIAMS. No; I am not making allowance for the cost of doing that work. I am assuming that in every instance that is put into the record without any cost to us, and it only brings us an increase in the rate of 7 cents per printed page. That is the average over the thousands of pages of work we have done.

Senator WARREN. You count all these pages of inserts in your work?

Mr. WILLIAMS. We get 25 cents a printed page. But the number of pages for which we are made this allowance is limited, and it amounts to 7 cents for every printed page.

Senator SMOOT. What do you mean when you say that the number of pages you are allowed to charge for is limited?

Mr. WILLIAMS. That rule has been changed from time to time. It used to be 25 printed pages per committee session.

Senator OVERMAN. Suppose I should put in a document to-day; would you not be paid for it?

Mr. GALT. We are paid \$6.25 for 25 consecutive pages of insertions after the shorthand matter.

Senator OVERMAN. So you do get paid for the documents put in!

Mr. GALT. We do; we get paid for a portion of them, but only 25 cents per printed page, which is about 5 cents per folio.

Senator SMOOT. You say 25 continuous pages. Suppose you have a document put in of 24 pages; you are paid for that. Then, there is some other statement made by a member of the committee, or a man testifying, and then there is another 25-page article submitted, and that goes in the record, and you are paid for it?

Mr. GALT. No, sir; we would not be paid for it, because we are only paid for 25 pages of insertions in one session, as I understand.

Mr. RAGSDALE. I have just recently had that rule of the committee before me, and I happen to be able to state it. We get 25 pages out of each 100 of printed matter.

Senator SMOOT. Of course, that is 25 per cent.

Mr. RAGSDALE. And only that.

Senator ROBINSON. And you get only 25 cents a page for it?

Mr. RAGSDALE. Yes.

Senator ROBINSON. If I understand the witness's statement, it brings up the amounts, on the average, that are received from all printed matter in the hearings before the Senate to \$1.07?

Mr. WILLIAMS. That is correct, from our figures.

Senator OVERMAN. Suppose we would allow you \$1.37, and forbade you charging anything for printed matter, documents, or anything put into the record?

Mr. WILLIAMS. We would come out absolutely even; that is all that we would ask, so far as our firm is concerned.

Senator OVERMAN. There would not be any charge at all for printed matter.

Mr. WILLIAMS. That would be most satisfactory to us.

Senator WARREN. When was this rate reduced to \$1?

Mr. WILLIAMS. Two or three years ago.

Senator SMOOT. Two years ago.

Mr. WILLIAMS. If I may be permitted, I should like to answer one question which was asked. I had occasion, before one of the Senate joint committees, to figure out the cost to Congress of reporting both the House and the Senate on the floor. I went over 10 years of the record and found that it cost the Senate and House an average of 75 cents per folio. That is what it cost you to report the debates of the Senate and the House. Even at 75 cents a folio those men average only \$5,000 a year each. So that will give you some basis of comparison as to what we make out of this congressional reporting on a folio basis as against men employed on a salary basis.

Senator ROBINSON. Then it would be far more expensive to the Government to put the men who do this reporting on a salary basis?

Mr. WILLIAMS. It would cost you about three or four times as much. That has been the experience in every institution that has ever tried to put them on a salary, due to the impossibility of regulating the volume of that work.

Senator OVERMAN. How about the contract system?

Mr. WILLIAMS. I think that could be done more economically than putting them on a salary.

Mr. RAGSDALE. May I reply to Senator Robinson's question? The Senator asked how much a reporter would make for a day's work, approximately. I remember that two or three years ago adverse

comment was made on the floor of the Senate where a reporter had taken a hearing lasting a day and rendered a voucher for something like \$50. I made a calculation of that, and considering that the reporter took his notes during the day, he dictated well into the following night; the following day he dictated his notes, and something into the following night to get off the notes that he had taken on the preceding day; deducting overhead, and figuring on a seven-hour-a-day basis, or a Government basis, the reporter would have made \$15 net.

Senator ROBINSON. That was the information I wanted.

Mr. RAGSDALE. Yes, Senator, I thought so.

Senator WARREN. \$15 net a day?

Mr. RAGSDALE. Yes.

Mr. PECHIN. Mr. Chairman, just one word more, which I do not think was covered quite clearly perhaps, and that is in regard to inserts. Years ago we used to get paid for everything that was printed, and if too voluminous documents were printed as part of a hearing it was seen that that was not fair to the Senate. For instance, I know of a case where a man once put in a thousand pages. Of course, the abuse of a privilege like that led to a change, and from allowing for all inserts it went to the other extreme, of not allowing for any inserts. As a matter of fact, when we have a lot of letters to handle and extracts that are read, it is more bother, actually, to arrange them and paste them and compare them than if that matter were spoken extemporaneously. So it would be only fair to continue to allow a certain percentage for inserts. I do not think that where there is a short extract on one printed page it ought to be cut out or only allowed for at the lower rate of 25 cents, because it is really more bother, as I say, to handle those things. The reporter has more trouble with them than he would if he were reporting.

Senator WARREN. I think that is generally considered by the Contingent Expense Committee.

Mr. PECHIN. It has been heretofore.

Mr. GALT. As a matter of fact, we very frequently report the matter that is read by a witness before a committee, and we are not allowed for it even if we have to report it. We have to depend on our notes, sometimes, for it. A witness may take away the paper and may not give us the original paper.

Mr. PECHIN. Yes; that is true.

Mr. GALT. The old rule, long years ago, when I first started in here—it has been some years ago—was to allow \$1.50 for a printed page, and if there was any shorthand matter on the page it was counted a shorthand page and paid for accordingly. I think that would be an eminently fair proposition.

Mr. PECHIN. We thank you very much, Mr. Chairman, for this opportunity, and hope you will do something for us.

The CHAIRMAN. We will consider it carefully. I do not know what is best about it. It is something new. I had not heard the suggestion until you came here.

(Thereupon, at 12 o'clock noon the hearing was concluded, and after an executive session, an adjournment was taken until to-morrow. Thursday, March 28, 1918, at 10.30 o'clock a. m.)



# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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**TUESDAY, MARCH 28, 1918.**

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 a. m., Senator Thomas S. Martin presiding.

Present: Senators Martin (chairman), Overman, Underwood, Robinson, Warren, and Smoot.

## INTERIOR DEPARTMENT.

The CHAIRMAN. As I understand, these gentlemen from the Interior Department are here, and we will hear what they have to say.

## BUREAU OF EDUCATION.

### STATEMENT OF MR. PHILANDER P. CLAXTON, COMMISSIONER OF EDUCATION.

#### ASSISTANT COMMISSIONER.

Mr. CLAXTON. Mr. Chairman, I want to ask first for the assistant commissioner contained in the estimates, at \$4,500, for these special reasons which I wish to emphasize. At present the Commissioner of Education must serve on the Federal Board for Vocational Education.

Senator SMOOT. You want a new officer?

Mr. CLAXTON. A new officer.

Senator SMOOT. At \$4,500?

Mr. CLAXTON. At \$4,500.

The CHAIRMAN. We will let you go on and we will hear these things; but speaking for myself only, I am compelled to say we will be forced either to put the brakes on things of that sort or we will wreck this Government. The Government can not stand it. There is one department that wants 500 increases. I do not know the sentiment of any of the members of the committee, but I think it is my duty to tell you that that is my view.

Mr. CLAXTON. The Commissioner of Education is a member of the Board for Vocational Education, the duties of which take approximately one-fourth of his time.



Second, the detailed work in the office has increased, until it takes most of the time of the commissioner, when he is there. It is absolutely necessary for the commissioner to go to different parts of the country from time to time. In his absence or when he is serving on the Federal Board for Vocational Education there is no assistant commissioner, and the chief clerk acts. There has been two chief clerks within the last six months in that office, coming in without knowing the policy of the Bureau of Education. It is necessary for proper functioning of the bureau that there should be some one who can continue the policies and to whom the commissioner, when he must be absent, can intrust these things.

In addition to that, it is unwise to continue a bureau with the head of it giving all of his time to details, and having only fragments of time to consider fundamental policies. I think I might say without contradiction that the Commissioner of Education has a wider range of difficult problems to deal with than any other head of a bureau in Washington; problems that require careful and continuous study with regard to policies of education throughout the country. The bureau is handicapped very much for lack of this assistant commissioner.

The second item is the specialist in higher education and an assistant specialist. Since our entrance into the war, the demands of the division of higher education have increased very rapidly. We would be wholly unable to respond to them but for the fact that we have in the office the president of one of the colleges, a very able man, who is giving his services to the bureau without cost. We can not expect that to continue. Even with that we are unable to respond to even the requests that come from—

The CHAIRMAN. Have you presented these facts to the House committee?

Mr. CLAXTON. I have presented them.

#### EDITOR.

The CHAIRMAN. I hope you will not repeat what you said the

Mr. CLAXTON. Not that. I hope I will not repeat any words. If I may, I will take up the item of the editor. The editorial work of the bureau is now approximately six times as great as it was five years ago. There is no additional help in the editorial department. Much of the work must go through, therefore, without having careful consideration, and much of it is detained and held for a long time before it can go to the printer, some of it until it is practically out of date. The cost of an editor would be more than saved by the reduction in printing that he would make by careful editing of the matter for printing that would go through his hands.

Senator SMOOT. Is this an additional editor? You have one editor at \$2,000, and you are asking an additional one at \$3,000?

Mr. CLAXTON. These items contain provision for an editor at \$3,000 and an assistant editor at \$2,200. I should be willing, if I could give the editor \$2,200, and let the present \$2,000 remain for the assistant editor, although it would be far better to make \$3,000, so that a man able to do the work could be had. The matter must go to the printer that might be eliminated by a man who has ability to condense and rewrite the matter sent to him.

Senator SMOOT. Why did you use the words, in the estimate as sent to the House, "Salaries created?" I took it for granted that in addition to an editor at \$2,000 you wanted another at \$3,000.

Mr. CLAXTON. I wanted an editor at \$3,000 and an assistant editor at \$2,200 instead of one editor at \$2,000. That was the estimate.

#### SPECIALIST IN FOREIGN EDUCATIONAL SYSTEMS.

The next item is one specialist in foreign educational systems, \$3,500. For many years we have had a very able woman in that position, who died last fall. I have found it wholly impossible to fill her place at her salary of 1,800. It is very important, everybody concedes, that we should keep up fairly and fully with educational progress in other parts of the world now. There is no way we can do that this year without additional help. I am trying now to make an arrangement with certain gentlemen at Columbia University and elsewhere, practically without cost to the bureau. They may do it entirely as a patriotic service. I have not succeeded in making the arrangement, but that work can not be continued effectively in the bureau until a larger salary is provided. I am asking, therefore, for a new position at \$3,500, and I want to let the one at \$1,800 remain as an assistant specialist in foreign educational systems. The education of the world will be made over. Ours will have to be made over, largely, and it is very important that we should know the best that is being done elsewhere. I am asked constantly now for the newest things; bills, for instance, introduced in the English Parliament in regard to education, and methods of doing particular kinds of work in higher or elementary education in France and elsewhere, and it is impossible, without some one who knows educational systems and has a general knowledge of education in foreign countries, for the bureau to perform that function.

#### CLERICAL FORCE.

The next matter I wish to mention is that of clerical help. The House gives the bureau an addition of three clerks. Let me call your attention to this fact, that in 1910 there were 25 clerks outside of the group that takes care of the library. At that time there were nine officers and specialists in the bureau. At present there are 30 officers and specialists and only 29 clerks, including stenographers, filing clerks, statisticians and those who help in the editorial division as proof readers.

The number of letters coming to the Bureau of Education, first-class mail, in the month of February of this year was almost exactly the number coming during the entire year of 1910, but the filing-clerk service and the force of mailing clerks is no larger now than then.

Senator WARREN. How many letters did you have, approximately?

Mr. CLAXTON. There were 17,900 in the month of February of this year.

Senator OVERMAN. What is the nature of that correspondence? They do not correspond about the war, do they?

Mr. CLAXTON. It consists of requests for information and advice in regard to education; every kind of thing that the country expects of the bureau.

Senator OVERMAN. How do you account for the increase? Do the war have anything to do with it?

Mr. CLAXTON. Probably something; but it had increased over 100 per cent before the war began. It is just a constant increase in the country in regard to things pertaining to education, all phases of it—State systems of education, city systems of education, architecture for school buildings, sanitation. It is due, I suppose, to the increased interest in education and the increasing desire on the part of the people for the help of this bureau.

The CHAIRMAN. The House seems to have given you a considerable increase for clerks here.

Mr. CLAXTON. They gave us a net increase of three. They took some out of the lower groups at \$720, \$800, and \$900 and put them into the higher groups. It makes a total increase of only three. If you were to give me all that was estimated there that would give me four in addition to those provided by the House.

Senator SMOOT. They gave you one clerk of class 4, one of class 3, one of class 2, and one of class 1, and six at \$1,000, and they took four copyists away from you.

Mr. CLAXTON. But there were three lower than that still. I think if you will count them, Senator, you will find I am right. But even if there were four—I may have made a miscalculation, although I think not—that would give us only 33 clerks as against 25 in 1914. I was about to say that I usually leave my office about 6.30 o'clock in the evening, and almost every evening the filing clerks are still at work, trying to catch up with her day's mail. Much of the matter that ought to be filed—manuscripts and reports and papers of the bureau itself—we do not attempt to file, and they have to be stored away here and there in the different divisions of the bureau. It will be impossible for her to continue this—I mean for the work to be done—unless there is some assistance granted.

There is little increase within six years in the help for stenography and typewriting. The number of letters going out has increased in proportion to the number coming in—that is more than 1,000 per cent.

The CHAIRMAN. I must say again it seems to me that all of this is in the House hearings.

Mr. CLAXTON. I beg your pardon; I was simply making a point of this additional number of clerks here, showing what the condition is now.

The CHAIRMAN. We have got to read the House hearings. I at least expect to do so—and if you can avoid repeating what was said before the House committee it will save us a great deal of time.

Mr. CLAXTON. Since my hearing before the House committee there has been a very large increase of work certainly that is necessary to be done during this year and next year in the statistical division, and it is almost a year behind in some of its work. Some of the work which does come to it it can not hope to get done. The Secretary of the Interior has kindly sent us help and has obtained the services of clerks in the War-Risk Insurance Bureau for a large and important piece of work. Since the hearing before the House committee it has been found necessary to make a complete mailing list of all houses in the United States, so that we may reach them with

material that until now we have been trying to send them through the county superintendents and other county school officers.

SKILLED LABORERS.

In order to keep up with the addresses on that mailing list we will need at least three more skilled laborers. That is the next item, the skilled laborers.

TRAVELING EXPENSES.

I want to make a plea once more for the increase of traveling expenses to \$10,000 at least. The bureau is asked to do much work by States and cities in different parts of the country. Frequently they have no legal means of paying the traveling expenses.

The CHAIRMAN. The House gave you \$5,000?

Mr. CLAXTON. The same as last year. I would like to have that made \$10,000 in order that we may serve all parts of the country alike. I think that is all, gentlemen. Thank you.

KINDERGARTEN EDUCATION—INVESTIGATION OF.

Senator SMOOT. I have received many letters from all over the United States in relation to an increase in the kindergarten work. This is on page 109 of the bill.

Senator WARREN. That seems to be new by the House.

Senator SMOOT. The House gave you \$4,300 and you asked for \$5,900?

Mr. CLAXTON. \$5,900.

Senator SMOOT. Is that really necessary? I only speak of it because I have received so many letters in regard to it.

Mr. CLAXTON. We could do the work far better if we had that, but I was not going to urge that cause to you now.

PENSION OFFICE.

STATEMENT OF MR. EDWARD C. TIEMAN, DEPUTY COMMISSIONER BUREAU OF PENSIONS.

Mr. TIEMAN. The Pension Bureau is not asking for anything that it has not heretofore asked for a great many times.

It is not my purpose to lay much stress upon any feature of the bill, excepting to again ask for the removal of the 25 per cent limitation placed upon the bureau in the matter of promotions and appointments. We are more particularly concerned about the matter of appointments, and we ask this relief in the interest of good administration, economy, and I might say efficiency. It is absolutely impossible under existing conditions, with this 25 per cent limitation applying to all grades in the bureau, for us to so adjust our force as to get the best results.

The bureau is dealing with a great deal of new business, with a much depleted force of clerks, and is therefore seven or eight months behind in considering evidence, especially in widows' claims.

The Senator from Utah is entirely familiar with some of it, because he is the author of legislation that brought much of that business to the bureau.

I am going to suggest, if you will permit me to do so, that we are not so much concerned about the application of this 25 per cent limitation to the higher grades. We are not interested in promotions to those grades particularly. As a demonstration of that, I will tell you gentlemen that we have made but one promotion in the Pension Bureau in the last year.

If, in your judgment and wisdom, you could see fit to do it, we would like to urge you to remove that limitation from all salary grades at least from \$1,600 down. You will readily understand that we would not want to go to the Civil Service Commission and appoint outright an untrained man to our force at \$1,600 a year if we have a vacancy in that grade. We would rather appoint a capable person from the civil-service rolls at, say, \$1,200 and train him into a competent clerk. I think that conditions which would exist hereafter would enable us to take care of him in the matter of salary advancement as justice in his particular case required. It would be a great relief to us and an act of justice to claimants. We have now, as I recollect, about 72 fewer employees than we had a year ago. These vacancies occurred by reason of death, military service, resignations, and similar causes. At any rate, our force is that much short of what it was, and the work has fallen back proportionately.

With the consent of the committee I would like to ask, in the interest of accuracy, to make a short reference to my statement made to the House subcommittee, in the House hearings, on pages 566 and 567, in which I made a statement—undoubtedly I made it—which I overlooked and would have corrected had the error impressed me when the testimony was before me for revision. I say here, in answer to Mr. Stafford's inquiry, that from the progress we are making with claims in which evidence is filed now—I do not use the word "current," but he uses it above in asking the question—we expect to be up with that work by the 1st of June or July. By reading my preceding remarks it is made very clear that we were not going to be current with those claims, because I explained that we had 25,000 widows' claims alone, and 50,000 claims of all classes, in which evidence had been filed, and it was in my mind to say—it was in December that these hearings were held—that we hoped, at the present rate of progress, to be current, or up to that date in December, by June or July 1.

At that time we were considering evidence filed in May. When we take into consideration the fact that I had said in the previous statement that we are getting in about as many new claims as we were sending out, of course it becomes evident that I could not have meant to say that we would be current by July with all the work that was in the office.

Now, we are considering evidence filed in claims along back in August, and we expect, of course, not to be much closer up with our work of adjudication than that, because, as I said a moment ago, we are getting in just about as many claims as we are turning out: so that we can not expect, under existing conditions, to be nearer

current in the consideration of evidence than six or seven months. With the consent of the committee I would like to make that correction in the record.

Unless some members of the committee want to ask me something about the bill, I do not know that I have anything further to say. Senator MARTIN. Nothing. I think.

## PATENT OFFICE.

### STATEMENT OF JAMES T. NEWTON, ESQ., COMMISSIONER OF PATENTS.

#### CLERICAL FORCE.

Mr. NEWTON. Gentlemen, here is my story, quite short, in this memorandum. We are asking for no increases in the number of clerks, but the House committee gave us a grade of \$720 clerks. That is, they did not change that grade and we can not get clerks for that salary. You can leave that in there or leave it out, so far as we are concerned. We can not get anybody from the civil service now for that, in view of the large salaries they are paying from the lump-sum appropriations. They start them at \$1,000 or \$1,200, or something like that; so that we can not get anybody at \$720. We have not been able to get any examiners at \$1,500 from the Civil Service Commission. They have not furnished us an examiner at \$1,500 in six months.

Senator OVERMAN. You say 64 examiners resigned since September 2?

Mr. NEWTON. Yes; and we are losing them right and left. We have had 110 resignations.

Senator OVERMAN. Have they gone to other departments?

Mr. NEWTON. No, sir; they have gone to the war or into employment in connection with the war. The examiners are men of technical skill and they are in very great demand. I have for the last few months refused to accept any resignations from the examining corps, and I have gotten myself in trouble by it. I have no right to do it, you know, but I could not run the office without something of the kind, so that I have simply told them "I will not accept your resignation. It is a matter of war with us and we expect you to stay here."

The CHAIRMAN. They can leave if they choose? You can not prevent it?

Mr. NEWTON. I will not accept their resignations. I notify the Civil Service that they have left the service, and they will lose their status under the civil service and can not come back without taking another examination.

Senator SMOOT. You are asking an increase in the salary of the Assistant Commissioner?

Mr. NEWTON. Yes.

#### DRAFTSMEN.

Senator SMOOT. And in the salaries of seven draftsmen?

Mr. NEWTON. The draftsmen we can not get at all. We have two vacancies out of the seven. We can not get them.



The CHAIRMAN. Then, we need not trouble about increasing the salaries?

Mr. NEWTON. We can get them with the increase in the salary.

Senator SMOOT. Have you got to have them?

Mr. NEWTON. We certainly have got to, if we keep the work up.

Senator SMOOT. We gave you a number of draftsmen last year or the year before.

Mr. NEWTON. That is true, but you know that the draftsmen who are doing our work are mechanical draftsmen, and there is a special demand for them now. Patent attorneys are exercised about keeping their draftsmen.

The CHAIRMAN. What is the increase in the seven draftsmen? What is it you are asking?

Mr. NEWTON. The statement before the House committee points that out. I just wanted to call your attention to it.

The CHAIRMAN. You mean the estimates?

Mr. NEWTON. The estimates.

Senator SMOOT. You mean these skilled draftsmen?

Mr. NEWTON. Yes.

Senator SMOOT. We gave you three at \$1,200.

Mr. NEWTON. Three at \$1,200 and four at \$1,000.

Senator SMOOT. And four at \$1,000; yes.

Mr. NEWTON. You can not get any draftsmen at \$1,000. They will not come for that at all.

Senator SMOOT. You want one at \$1,600——

Mr. NEWTON. One at \$1,600, two at \$1,400, and two at \$1,200.

Senator UNDERWOOD. Have you asked the Civil Service Commission whether they will let you appoint copyists outside of the civil service?

#### COPYISTS.

Mr. NEWTON. They will let me do that. Right on that point, my chief clerk has some data here. We have to take clerks at \$720, whom we can pick up in the street. These employees nearly all come in as typewriters. We expect good typewriters to write from 8,000 to 10,000 words a day, but these that we pick up and pay the salary of \$720 average about 6,000 words a day, so that we are not making anything by keeping them down to \$720.

Senator SMOOT. What does this mean? On line 23, page 106, in the bill it says "ninety copyists; forty copyists, at \$720 each"?

Mr. NEWTON. Forty copyists at \$720 each; yes.

Senator SMOOT. Those are the regular copyists, at the regular statutory pay?

Mr. NEWTON. The reason I did not ask that all 50 of that class be abolished is this. In that class of \$720, which is our lowest grade, there have naturally tended to the bottom about 10 people who are nothing but pensioners, and those people can stay at the same salary, but 40 of them are good clerks, and we want those 40 places distributed to the higher grades. That is all that amounts to.

Senator SMOOT. As I understand, you want to abolish those 40 copyists that the House gave you at \$720?

Mr. NEWTON. That is right.

Senator SMOOT. And in lieu thereof you want 1 chief of a division, 3 assistant chiefs, 13 at \$1,400, 22 at \$900, and 1 at \$1,200?

Mr. NEWTON. Yes.

Senator SMOOT. That is an entirely different class of work?

Mr. NEWTON. Not at all. It is all very much the same class of work. My work is divided into two classes—the clerks' work and the examiners' work.

Senator SMOOT. The assistant chief of a division is not a copyist, is he?

Mr. NEWTON. I do not want to repeat what was stated in the House committee.

Senator SMOOT. Well, but—

Mr. NEWTON. In my statement to the House committee I explained why I wanted that chief of division.

Senator SMOOT. Tell us now, and then we will not go over it in connection with the House committee hearings.

Mr. NEWTON. We have an application division that has no chief. It has been there for six or seven years. It was not established for the purpose of making a chief, and it has no chief. There is a man here who has charge of about 12 or 15 clerks, and I have just asked that he be made chief of a division.

Senator SMOOT. That is 13, at \$1,400 each. Do you mean clerks or copyists, or what?

Mr. NEWTON. They are copyists or clerks, either one. I do not appoint anybody else but copyists, because a great part of my clerical work is typewriting—copying.

Senator SMOOT. That would be rather an innovation?

Mr. NEWTON. They would not be copyists for all time. They might become assistant chiefs of divisions and supervisors.

Senator SMOOT. If we do anything with that, we have got to designate them clerks or copyists.

Mr. NEWTON. You will find that the wording of the House bill does designate what they shall do. It is simply a transfer of those 40 clerks that I can not get from the civil service.

Senator UNDERWOOD. You just want higher places for those 40 people?

Mr. NEWTON. Yes, sir; 40 people. As I say, I can not get any draftsmen for less than \$1,200. There is no use giving me any appropriation for draftsmen at less than \$1,200. You can strike it out, if you wish. I have asked no increase in the examining corps.

Senator WARREN. Where did they go, to the war?

Mr. NEWTON. The examiners went mostly to war work.

Senator WARREN. They were attorneys or examiners?

Mr. NEWTON. Very few went out as attorneys.

Senator WARREN. But they were mostly attorneys, those 64, were they?

Mr. NEWTON. No, sir; probably 5 of those went out as attorneys, and probably the rest, 60, went out to take places in factories and at technical work of the war generally.

Senator SMOOT. Were they above the draft age?

Mr. NEWTON. Several of them were. I suppose the majority of them were. A good many of them have been drafted. That is another thing I hated very much to do, but I had to do it. I would not ask for exemption of the men of the corps until about 50 of them resigned, and I could not get anybody from the civil service, and

along in the last two months I have asked that the rest of them be exempted on that account; but I have asked for no increase in the examining corps. I only ask for an increase for those people where I can not get people from the civil service.

Senator Smoot. Would you want these salaries named here if the provision of the House remains as it is, granting all employees of the Government receiving a salary of \$2,000 or less, \$120 a year increase?

Mr. Newton. I have not any experience, Senator. I would not ask this if I could get the people from the civil service, but they tell me. "We can not furnish you any clerks at \$720."

Senator Smoot. If that provision says in the bill, they will get an additional increase of 10 per cent, which makes about \$880.

Mr. Newton. That is more than they get now; and, I can not get any at what they pay now. Whether I can get them at \$120 more I do not know.

Senator Smoot. You can not get draftsmen to-day for \$1,320!

Mr. Newton. I do not believe I could.

Senator Smoot. That is what they are getting.

Senator Underwood. Could you get draftsmen for \$1,800?

Mr. Newton. Yes; I know I could.

## **LAND OFFICE.**

### **STATEMENT OF MR. CLAY TALLMAN, COMMISSIONER OF THE GENERAL LAND OFFICE.**

#### **CLERICAL FORCE.**

Mr. Tallman. Gentlemen, you will find our appropriation on page 101 of the bill. You will find my testimony before the House committee starting on page 530 of the hearings.

In the estimates I made certain recommendations, some for increases—for a number of increases—in salaries in the Washington office, and for some increases and some decreases of surveyors general. We were granted the decreases of the surveyors general, but not the increases.

Before the House committee, on all the estimates in the legislative bill I was given a very full and courteous hearing, and on the main proposition there is nothing new or different that I can state to you, except this.

Senator Warren. That was when—in December?

Mr. Tallman. I think so; yes, sir. I forget the exact date. The conditions which existed at the time we submitted the estimates, and which were accentuated at the time I gave my testimony, have become more accentuated since. The reasons I gave then are all the more pertinent at present.

In addition to that, the House has seen fit to provide for a flat \$120 increase, which, of course, might be looked upon as taking the place of, or as a substitute for, the increases I recommended. It is not, entirely. It is to a certain extent, and to a certain extent covers the same ground, but it does not entirely effect the purpose which was designed in the estimates. If I may be permitted on one point in that measure: Our office in Washington is conducted on a statutory

appropriation. We have so many positions, and such and such salaries. They range in our office, with a very few exceptions, from 2,000 down to \$720. This flat \$120 increase applies to all permanent employees, whether they are on a statutory roll or on a lump sum. I think I am safe in saying that those who are supported by lump-sum appropriations are able to meet the increased cost of procuring employees in these times. We can not meet it. There is, therefore, very great and marked inequality between the employees on statutory rolls and those on lump-sum rolls.

Senator SMOOT. Does that apply equally throughout, with the old departments of the Government and the new bureaus and commissions?

Mr. TALLMAN. I think it is much more marked as between the old bureaus with statutory appropriations and these new bureaus.

Senator WARREN. The new bureaus being higher paid?

Mr. TALLMAN. Yes. Now, Commissioner Newton's statement of the situation exactly applies to our bureau. We have \$720 and \$900 and 1,000 positions. For instance, it has been our practice to start new stenographers at \$720. Before the war we could get them without difficulty. We would start a new, young law clerk at \$900. We could get them without difficulty. Now, we can get neither. The Civil Service Commission is sending out notices for all stenographers who pass the examination to report at Washington at once and take positions at \$1,100. I do not know what I am going to do with these \$720 and \$900 and \$1,000 positions under that situation. It has become practically impossible to fill those positions.

On the other end of it, the land business is not on the decrease; it is on the increase, partly the result of new legislation. We have men in our office who are working for \$2,000 a year, handling a class of business that other departments and bureaus of this Government are paying anywhere from \$2,000 to \$5,000 a year for. They are just as good land lawyers and attorneys as there are in the service, of long experience and fully tried out. We have some older people with us at that salary who find that they can not change at this late time in life, and they stay; but I find that I can no longer bring in new young men, nor can I keep them in the service and build up the service with an ultimate possibility of \$2,000. Men are continually going out of our bureau if they can.

Senator ROBINSON. You are referring now to the lawyers in the department?

Mr. TALLMAN. Principally the lawyers and the technical men.

Senator ROBINSON. How many lawyers do you employ?

Mr. TALLMAN. How many lawyers?

Senator ROBINSON. Yes.

Mr. TALLMAN. There are about 130 in our office who are either graduates of law or admitted to the bar, or both.

Senator ROBINSON. They perform essentially legal services?

Mr. TALLMAN. Yes; and there are other employees who have grown up in our office and have learned our work, and are much better lawyers on our particular line of work than they are doing than an inexperienced person would be. We have had 117 vacancies since the war started; 55 of those resigned voluntarily. Twenty resigned or left the service to go into the military service, 35 were

transferred to other offices and departments, some at higher salaries; and a number at the same or even lower salaries, saying that the prospects and opportunity in the other departments in which they went was better than in ours. Members of Congress, who are familiar with the class and character of the work that is handled at the General Land Office, readily understand that \$2,000 is no sort of pay for those holding the higher positions. Gentlemen, we are conducting one of the largest courts in the United States there, both in point of number of cases and amount of money involved. We are handling that business all the time, and the development of the western country depends, to a considerable extent, on the facility and dispatch with which we can handle the business in our office.

Senator ROBINSON. Is the work in your office with reference to adjudication of entries pretty well up now? I recall that when you went in there, or about the time you went in there, it was very much behind.

Mr. TALLMAN. We brought it up, up to about a year ago, and we were getting it in much better shape and had it in pretty fair shape, but it has fallen behind in the last year. We were six months behind on homestead proofs.

Senator SMOOT. That is on account of the grazing homestead?

Mr. TALLMAN. No; these are old proofs on entries made before. It is on account of it, in a way, because that work has been extraordinary. We are behind on land-grant work, and we have a new law, passed on December 29, 1916, which has developed more business than the whole of our former business.

Senator ROBINSON. What act is that?

Mr. TALLMAN. That is the stock-raising homestead. Under that act alone we have 60,000 applications, covering an area of about 24,000,000 acres.

Our new business aside from that last year was about 16,000,000 acres, about on a par with former years, so that you see we have had an addition to our business of more than 100 per cent. I do not mean to say that we have got all of that in a lump. As it happens, that is going to be strung along somewhat as the result of the provision of the law, requiring the designation of the land before the entry is allowed.

I asked for 26 clerks to meet this situation resulting from this very large increase of that class of business. The House committee allowed eight clerks. Our original estimates covered, as to clerk hire, two propositions: first, increase of salaries amounting to \$34,970, and additional clerks, four at \$1,600, six at \$1,400, eight at \$1,200, and eight at \$1,000, aggregating \$32,400.

The increase of salaries was worked out in this way. We provided six new salaries at \$2,700. Those are for some of the best land lawyers in the United States, for handling propositions such as the courts pay judges anywhere from \$5,000 up for; and I proposed to raise our chiefs of division, who are technical men, one an accountant and the other an engineer, to \$2,700 and the balance of our chiefs of divisions to \$2,400. I submit that \$2,400 for the chief of a division, if you look through these appropriation bills, is very conservative. You will find dozens of instances in the other departments where the chiefs of divisions are being paid from \$2,500 to \$3,000 or \$4,000.



admit there may be a difference in some cases. Some of them may be more important than ours. But I submit that \$2,400 for a man who is capable of being chief of a division in the Land Office is plenty now enough.

Then, I went down through the grades. I took some of our \$1,800 clerks and made them \$2,000 clerks, and I took some of the \$1,600 clerks and made them \$1,800 clerks, as appears in the estimates, and so on down. I left a few \$720 positions.

The CHAIRMAN. Does that increase of salaries of \$120 go very far toward relieving your situation?

Mr. TALLMAN. It will help very materially as to these salaries of 2,000 and below. It will not meet the other end of it by paying our few experienced men what they are really worth.

Senator SMOOT. Suppose we raised that limit of \$2,000 to \$2,500. That would greatly assist, would it not?

Mr. TALLMAN. No doubt.

Senator SMOOT. That would help this class of men you desire to raise.

Senator WARREN. You have not many \$2,500 men, though.

Mr. TALLMAN. Not many, in proportion.

Senator SMOOT. No department has.

Senator WARREN. That is, in proportion, less than a great many others; he is right about that.

Mr. TALLMAN. I want to get this thing in shape so that I can keep men that are qualified.

Besides these vacancies that I have told you about, during the last four or five months we have shut down on transfers, absolutely, that were not for some work particularly contributory to the war industries.

Senator OVERMAN. You can not fill these vacancies because you can not get the men?

Mr. TALLMAN. We can fill a good many vacancies. We can not fill vacancies at \$720 or \$900 with any degree of satisfaction; and when these experienced men go, we can not fill their places at all for a long time. That is to say, a man can not learn our work overnight. An experienced clerk is a decided asset to our office.

Senator OVERMAN. I am speaking of these vacancies you have filled.

Mr. TALLMAN. We have filled those mostly by promotion of other clerks, but we are not getting in at the bottom enough people with whom we can continue to build up our force.

Senator SMOOT. They are not mentally fitted to do even the work you hire them for, and there is no chance whatever of them doing the higher class of work?

Mr. TALLMAN. They are mentally fitted, but they leave us before they get the requisite experience. Lately we have gotten in a few clerks in the low grades who will make us good clerks, but they have come in in anticipation of immediate promotion as soon as they learn the work.

Senator SMOOT. You have 500 employees?

#### SURVEYORS GENERAL.

Mr. TALLMAN. A little over 500. Just one other point, gentlemen, provided for in this appropriation, and that is the offices of the



surveyors general. I made a recommendation, after a very careful consideration of the needs of these offices, in which I stated to the House committee that we were able this year to make the most intelligent estimate of our necessities in the offices of surveyors general that we have been able to make at any time since I have been in the office, as the result of careful examination and improved systems of reports, etc. I asked an increase for Alaska of \$2,500 for clerk hire, and \$2,500 for contingent expenses. That is because we have an increased business in Alaska. I asked for \$1,460 increase for California, \$1,490 increase for Montana, \$1,200 for New Mexico, increase of \$3,500 for Alaska, increase of \$4,240 for Arizona, and \$1,160 increase in Washington, based on what we conceived to be the absolute necessities of the respective offices.

I reported also a decrease of \$600 in contingent expenses for Arizona, a decrease of \$690 for clerk hire in Colorado, a decrease of \$2,940 for clerk hire and \$450 for contingent expenses in Idaho, a decrease of \$2,360 for clerk hire and \$250 for contingent expenses in Utah, and a decrease of \$1,050 for Wyoming. Those decreases were all adopted. Now, I tried to readjust those estimates, after the most careful consideration of the necessities of those offices, to handle the business and to shift the appropriations so as to meet the work, and I think it is just and proper that the increases recommended should be allowed.

We submitted those estimates simply on the ground of meeting the necessities of the business in those offices, and no other. There is no increase of salaries there, particularly, except at the bottom. As Mr. Newton says, we have to pay more money for draftsmen and technical employees, otherwise we can not get them.

Senator WARREN. The House has followed your recommendations in all these cases?

Mr. TALLMAN. They have followed the decreases.

Senator WARREN. You can always depend upon that.

Mr. TALLMAN. I know, but I have endeavored honestly to make a good, fair, proper readjustment in those things to meet the situation. It must be done every year. The work is constantly changing, and it seems to me that the increases should be taken as much in good faith as the decreases.

#### FILING EQUIPMENT.

There is one more item here—\$15,000 for filing equipment. That is for taking care of our old files as the result of moving into the new building. That item was cut out.

Senator OVERMAN. What building did you move into?

Mr. TALLMAN. The new Interior Department Building.

The CHAIRMAN. Does that cover everything, then?

Mr. TALLMAN. I think that covers everything.

#### STATEMENT OF MR. EZEKIEL J. AYERS, CHIEF CLERK INTERIOR DEPARTMENT.

Mr. AYERS. From the department you have a letter dated March 26, 1918, from Secretary Lane, enumerating some of the things left out in the House and some of the changes included by the House

not included in our estimates; two of the items were changes made with reference to the Civil Service Commission, giving them more than they estimated for, which estimate came through our department to the committee, and in doing that the House committee reduced the appropriation for the department, not only cutting down the appropriations for the department, but increasing the amount to the Civil Service Commission over and above that which was estimated for, so that they get us both ways—decreasing us and setting off additional amounts for the Civil Service Commission. These estimates are enumerated in the communication you have there. The first thing is on page 96, line 17, under the head "Department of the Interior, office of the Secretary."

The CHAIRMAN. You need not read this letter, but it will go in the record.

Mr. AYERS. The things I desire to say are based upon that letter. The first item is the deputy disbursing clerk. That was quite fully brought out before the subcommittee of the Committee on Appropriations of the House. At the present time we have borrowed a man at \$2,000, and we desire to have a statutory position at \$2,250 or a deputy disbursing clerk to assist our disbursing clerk, who gets \$2,500.

Being guided by the suggestion of the chairman, I do not want to repeat that which was stated in the House hearings, and these items were quite clearly defined in those hearings.

Senator OVERMAN. How much did they increase the appropriation for the Civil Service Commission and decrease you?

Mr. AYERS. They gave them \$6,000 out of one appropriation and \$5,000 out of another appropriation.

Senator OVERMAN. Out of yours?

Mr. AYERS. Yes. You understand that their estimates come through the Interior Department, and we buy the supplies and do the disbursing work for them. They have no disbursing office, nor any purchasing agency for stationery and supplies—no purchasing branch; so that the burden of the work rests on the Interior Department and their appropriation is a part of ours. They submitted their estimates to us increasing from \$12,000 to \$24,000 in one appropriation, and the committee made it \$30,000. In another appropriation they estimated an increase from \$7,500 to \$15,000, and the committee gave them \$20,000, and in addition to this they decreased the appropriation under our estimates, which was based upon a 33½ per cent increase of the cost of supplies for the next year as over the previous year.

In other words, we had \$131,000 in an appropriation, and we increased that by 33½ per cent, carrying with it the civil service. They decreased the appropriation by 15 per cent, and increased the appropriation to the Civil Service Commission, so that we do not get as much for 1919 in one appropriation as we have for the current year, notwithstanding the cost of materials and supplies has increased 33½ per cent—that is, we are asking for 33½ per cent, but the actual figures run around 54 per cent on the cost of supplies—and we are asking to have those figures restored to the original estimate, because of the necessities of the service; the increase in our service, we have not taken into consideration in asking for that. Assuming that the service be the same, the actual cost of supplies we use has

of 33½ per cent, trying to be  
original estimates to the point  
Congress in December, 1917.

CONTINGENT EXPENSES.

Senator SMOOT. You want \$165,000 for contingent expenses?

Mr. AYERS. \$181,000?

Senator SMOOT. No; your estimate is \$193,000?

Mr. AYERS. \$193,000; yes, sir.

Senator SMOOT. And for electrical power, electric light, gas, window washing and telephone service, fuel, telephones, window shades, awnings, Venetian blinds and other materials and supplies you want \$176,000 instead of \$100,000?

Mr. AYERS. No; that item stands. There is no change in regard to that item.

Senator SMOOT. What item?

Mr. AYERS. That \$100,000. That is not referred to in the letter of the Secretary.

Senator OVERMAN. That \$100,000 stands? You want that decreased, do you?

Mr. AYERS. No, sir. This letter :

Stationery, etc., Department of the Interior :

The appropriation for the current year \$82,000, of which \$7,500 was allotted to the Civil Service Commission. The estimate submitted for the fiscal year 1919 was in the sum of \$114,500, in which was included an increase \$7,500, making a total of \$15,000 for the Civil Service Commission; and an increase on behalf of the Department of the Interior of \$25,000.

The bill proposes to appropriate, under this head, for the department and the Civil Service Commission a total of \$100,000, allotting for the use of the Civil Service Commission \$20,000, or \$5,000 more than was estimated for the use of the commission; but it only provides \$80,000 for the Department of the Interior (an increase of but \$5,500 over the current year's appropriation), making the amount \$19,500 less than was estimated for the department.

The expenditures for the first six months of the present fiscal year for stationery for the department and the Civil Service Commission aggregate \$58,313.90.

That is all covered in this communication, and you are going to be confronted with a deficiency at the present time. The cost of stationery and supplies for our department is running \$2,000 a week, and the appropriation is now down to within \$2,000. It is not at all likely that prices will be decreased within the present year, and in order to avoid these constant deficiencies that we are compelled to bring up here, due to the fact that we have been conservative in our estimates and tried to give you gentlemen the best obtainable information, we have asked this to prevent coming before you for deficiencies.

The CHAIRMAN. That letter will go in the record.

Mr. AYERS. It is due to the increased cost of supplies.

(The letter referred to is here printed in full in the record, as follows:)

DEPARTMENT OF THE INTERIOR,  
Washington, March 26, 1918.

MY DEAR SENATOR: Referring to the bill (H. R. 10358) making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1919, and for other purposes, which passed the

House of Representatives on March 15, 1918. I have to request that the same be amended in the following manner:

(a) Page 96, line 17, under the head "Department of the Interior, Office of the Secretary," insert before the words "chiefs of division" the following: "deputy disbursing clerk, \$2,250."

(b) Page 96, line 19, before the words "expert accountant," insert "medical inspector (in lieu of medical examiner detailed from Pension Office), \$2,250."

(c) Page 98, line 2, after the words "captains of the watch—one," strike out "\$1,200" and insert "\$1,400."

(d) Page 100, line 3, after the word "each," insert "one automobile mechanic, at \$1,200."

(e) Page 100, line 4, before the word "carpenters," insert "one cabinetmaker, at \$1,400."

(f) Page 100, line 21, after the words "medical expert," strike out "\$2,000" and insert "\$2,500."

(g) Page 111, line 8, strike out "\$165,000" and insert in lieu thereof "\$189,000."

(h) Page 111, line 21, strike out "\$100,000" and insert in lieu thereof "\$119,500."

(i) Page 112, line 5, strike out "\$100,000" and insert in lieu thereof "\$119,500."

(j) Page 112, line 11, strike out "\$1,000" and insert in lieu thereof "\$1,500."

Considering these recommendations in the order as given above, (a) I have to state that a clerk at \$2,000 has been designated under the act of March 4, 1909 (35 Stat., 1027), to act in the case of sickness or unavoidable absence of the chief disbursing clerk and discharge the duties required by law to be performed by that officer, and at his own expense he gives a bond of \$10,000. By order of June 14, 1917, I directed that where practicable all disbursements for the department in Washington be centralized in the office of the chief disbursing clerk. This has resulted in greater efficiency and more economical administration, but has also increased the work of the division.

The clerk referred to is an expert accountant and has an intimate knowledge of the fiscal laws and regulations, and his compensation should be increased by \$250 so as to make his annual compensation \$2,250, the same as that paid chiefs of divisions, as the measure of responsibility devolving upon him is equal to that of the various other chiefs of divisions in the office of the Secretary.

(b) Provision should be made for a medical and sanitary officer in order to care for the cases of sickness and injury arising in the personnel of the department from time to time, as well as looking into the sanitary condition of the buildings occupied by the department. Furthermore, the act of September 7, 1916, to provide compensation for employees of the United States suffering injuries while in the performance of their duties, and for other purposes, provides among other things (sec. 9) that employees injured in line of duty shall be furnished with "reasonable medical, surgical, and hospital services and supplies unless he refuses to accept them. Such services and supplies shall be furnished by United States medical officers \* \* \*." There is herewith inclosed a memorandum of the duties now performed by the medical examiner detailed from the Pension Office acting as medical inspector.

(c) The captain of the watch receives but \$1,200 per annum. He has charge of the watch forces in the Interior Department, Patent Office, Pension Office, old General Land Office, and the Reclamation Service buildings. His duties are arduous, and the responsibility attached to the position is such as in every way to warrant an increase of his compensation to \$1,400 per annum.

(d) At this time the department has no automobile mechanic. It has 16 motor trucks which are housed in a central garage, and it would be a matter of economy to have a mechanic stationed at this place at all times ready to make necessary repairs rather than to have the work done by contract.

(e) The department at this time has no cabinetmaker. Much high-grade cabinetmaking is required to be done in the various buildings; and, as a measure of economy, one should be provided.

(f) The medical expert of the office of the solicitor is required to pass upon all medical questions presented in appeals from the decisions of the Commissioner of Pensions. He is well qualified to properly dispatch the duties assigned him, and the solicitor for the department is of the opinion that his compensation should be increased to \$2,500.

(g) Contingent expenses, Department of the Interior: The appropriation for the current year is \$131,000, of which \$12,000 was allotted to the Civil

Service Commission. The estimate submitted for the fiscal year 1919 was in the sum of \$133,000, in which was included an increase on behalf of the Civil Service Commission of \$12,000, making a total for the Civil Service Commission of \$24,000, and also an increase on behalf of the Interior Department of \$40,000.

The bill proposes to appropriate a total of \$165,000 under this head, allotting \$80,000 for the use of the Civil Service Commission, or \$5,000 more than was estimated for the commission; but it only allows \$185,000 for the Department of the Interior (an increase of only \$16,000 over the current year's appropriation), making the amount \$24,000 less than was estimated for the department.

The actual expenditures for the first six months of the present fiscal year for contingencies aggregate \$82,900.08; and, if the expenditures for the six months' period, ending June 30, 1918, equal the amount expended in the prior six months, there will be a deficit at the end of the fiscal year of \$34,899.12.

It does not seem probable that there will be any material reduction in the prices of supplies, etc., required to be provided for under this appropriation, and the total amount to be appropriated for the contingent expenses of the department (including the Civil Service Commission) should, therefore, be increased from \$165,000 to \$189,000.

(A) Stationery, etc., Department of the Interior: The appropriation for the current year is \$82,000, of which \$7,500 was allotted to the Civil Service Commission. The estimate submitted for the fiscal year 1919 was in the sum of \$114,500, in which was included an increase of \$7,500, making a total of \$15,000 for the Civil Service Commission; and an increase on behalf of the Department of the Interior of \$25,000.

The bill proposes to appropriate, under this head, for the department and the Civil Service Commission a total of \$100,000, allotting for the use of the Civil Service Commission \$20,000, or \$5,000 more than was estimated for the use of the commission; but it only provides \$80,000 for the Department of the Interior (an increase of but \$5,500 over the current year's appropriation), making the amount \$19,500 less than was estimated for the department.

The expenditures for the first six months of the present fiscal year for stationery for the department and the Civil Service Commission aggregate \$8,318.90, and, if the expenditures for the six months' period ending June 30, 1918, equal the amount expended in the prior six months, there will be a deficit at the end of the fiscal year of \$34,627.80.

It is not at all likely that there will be any material reduction in the cost of stationery supplies required to be provided under this appropriation, and the total amount to be appropriated for stationery for the department and the Civil Service Commission should therefore be increased from \$100,000 to \$119,500.

(I) This makes the figures conform to the proposed amendment just above mentioned.

(J) For professional and scientific books, law books, etc.: The present appropriation for this purpose is in the sum of \$1,000, of which \$250 is set aside for the use of the Civil Service Commission. The estimates for 1919 proposed the sum of \$1,500, the additional \$500 being desired for the purchase of necessary law and other books for the use of the solicitor's office and the secretary's office.

I will be very glad if you will accord the department a hearing on these matters at the time that the bill is under consideration.

Cordially, yours,

FRANKLIN K. LANE,  
Secretary.

HON. THOMAS S. MARTIN,  
Chairman Committee on Appropriation,  
United States Senate.

#### MEMORANDUM AS TO THE DUTIES OF THE MEDICAL AND SANITARY OFFICER

The sanitary officer makes frequent inspections of the various buildings to note and report violations of sanitary and hygienic laws. The supervisor must be constant to maintain a high standard.

The inspections take cognizance of structural defects, lack of repair, individual "bad housekeeping," care of office furniture, material, and supplies, methods of filing and protection of records from moisture, injury, or destruction, general order and cleanliness of buildings, care of towels, cuspidors,

Drinking fountains and toilets, accumulations of material, overcrowding of employees, hazards of occupation, heating, lighting, and ventilation, and evidence of vermin, waterbugs, and roaches.

Complaints of insanitary and other unpleasant conditions are investigated, and the offending conditions corrected as far as possible.

Efforts are constantly directed toward the elimination of waste in office supplies and material, and safeguarding the hazards of occupation in the chemical laboratories and in the industrial, light, heat, and power plants.

Examinations are made of the employees assigned to laborious duties to determine their physical fitness and to note any existing disability for which compensation might subsequently be claimed on the ground of incurrence while in the performance of duty.

Examinations are made of the cases of communicable diseases arising amongst the employees and methods of their government devised to prevent the spread of infection. Frequently cases of the acute contagious diseases are discovered in individuals while they are in the building.

First aid is given to those taken suddenly ill and in cases of injury the wounds are cared for, and the notices and reports required by the compensation commission are secured and forwarded. Later the reports of the termination of disability is obtained.

Investigations are made of cases of prolonged illnesses and in cases in which there is suspicion of the genuineness of the report of sickness.

## SOLICITOR'S OFFICE.

### STATEMENT OF MR. ALVAH W. PATTERSON, FIRST ATTORNEY OF THE INTERIOR DEPARTMENT.

#### LIBRARY.

Mr. PATTERSON. The Solicitor's Office, as you know, is the legal arm for the Secretary in the consideration and preparation of decisions in all appealed cases coming before him from the several departmental bureaus—appeals from the decisions of the General Land Office, the Pension Office, the Indian Office, the Bureau of Mines, the Reclamation Service—and, in fact, requests for opinions from all the bureaus.

For a number of years the department has received an appropriation of \$1,000 for "professional and scientific books, law books and books to complete broken sets, periodicals, directories, and other books of reference relating to the business of the department, of which sum \$250 may be used for the Civil Service Commission." Deducting the allotment to the Civil Service Commission there remains \$750 for allotment to the various bureaus of the department that have not a specific library appropriation. The amount that the Solicitor's Office receives averages about \$300, which sum is not sufficient to keep our library current, to pay for publications needed, and to keep our law-reporter system up to date.

As I stated, we handle all cases that come up on appeal, involving matters from the simple homestead to cases in which hundreds of thousands of dollars are at issue.

The bureaus of the department that have specific library appropriations we have called to the attention of Congress. They are as follows: The Geological Survey, \$2,000; the Bureau of Mines, \$1,500; the Reclamation Service, \$1,500; the Patent Office, \$3,000; the General Land Office, \$400, and yet, gentlemen, the legal arm of the Secretary, that is to consider all appealed cases and a host of



## 72. LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

miscellaneous matters, has allotted to it approximately \$300 a year. We have asked an addition of \$500.

The CHAIRMAN. That was before the House, I suppose?

Mr. PATTERSON. That was before the House committee. That is one item.

### MEDICAL EXPERT, SALARY OF.

I want to speak about that is created in our office. We have a force of 28 medical experts. The duty of the latter is to consider all questions coming from the Pension Office involving medical questions.

The medical board of this office, as I recall, is composed of a medical referee at \$2,000, and a large number of medical examiners; and yet for our office you have created a position of medical referee, charged with the duty of considering all questions involved in these appeals, and this officer receives \$2,000. The position is unique. There is no opportunity in any way in which this officer could be promoted, however favorable he may be, or eminent in his profession. There is no other place in the Department of Justice where an occupant has been there a number of years, and has rendered good service. He ranks very high among the physicians and surgeons of the city. Indeed, I am surprised that we have been able to retain him as long as we have. We have felt that he should be paid at least \$3,000, the same as the chairman of the medical board of the Pension Office, but in considering the matter the Secretary put his request at \$2,500, increasing the salary \$500. Those are the only two items of increase asked for by the solicitor's office.

## DEPARTMENT OF COMMERCE.

### STATEMENT OF ALBERT LEE THURMAN, ESQ., SOLICITOR OF THE DEPARTMENT OF COMMERCE.

#### CLERK, SALARY OF.

Mr. THURMAN. The matter which I have, Mr. Chairman, is relatively a small one. It is a request for an increase of one clerk in my office from \$1,800 to \$2,250. The purpose of this request is the promotion of a gentleman in the office by the name of J. J. Byrne. I will say, in prefacing, that the Attorney General has for the last several years recognized the justice of an increase in salary for Mr. Byrne, but in accordance with his policy of refusing to request increases for anybody, until this year he has refused to accede to my request that the increase be given. This year he did, however, knowing Mr. Byrne and knowing of his work, include him among the few requests he made for increases of salary in the Department of Justice.

Briefly, Mr. Byrne, I think, is 36 years old; he is married; he has been in the Government service—I think, in the Department of Justice—for 9 years; he is a conscientious, fine man in every sense of the word, I think one of the best lawyers I have ever seen in my life; he is an able, conscientious man in every sense of the word, and I very strongly feel that this is not only a reasonable request, but it is

or a promotion that is entirely deserved. He is the man who, in the absence of myself or Mr. Quigley, has general charge of the office. Any times he has been intrusted by Secretary Redfield with confidential and important duties, which he has fulfilled well and faithfully.

Senator UNDERWOOD. Is the estimate for Mr. Byrne included in the request of the Attorney General to the Senate committee?

Mr. THURMAN. Yes, it is; but for some reason it was not included in the report of the Appropriations Committee of the House. He is left at \$1,800. He is really, gentlemen, a man who would be worth very much more money—twice as much money—as he is getting from the Government in any private law firm of the country they knew his ability. I say that without any reservation whatever.

The CHAIRMAN. He would get an increase of \$120 a year under the general increase.

Mr. THURMAN. Yes, he would get that; but while I realize the force of that, it seems to me there might be some exceptions to that general rule, and I think Mr. Byrne should really be one of them.

The CHAIRMAN. We will consider it carefully. Is there anyone else here from the Interior Department?

## DEPARTMENT OF LABOR.

### STATEMENT OF JOHN W. ABERCROMBIE, ESQ., SOLICITOR FOR THE DEPARTMENT OF LABOR.

#### CHIEF LAW CLERK.

Mr. ABERCROMBIE. Mr. Chairman, the matter I desire to bring to your attention is very similar to that just mentioned by Mr. Thurman. In the solicitor's office in the Department of Labor we have one law clerk at \$2,000 a year. The Attorney General has recommended that the title be changed to that of "chief law clerk" and that the salary be fixed at \$2,500 a year. The office force in the solicitor's office in the Department of Labor consists at present of one law clerk, two clerks of class 4, two clerks of class 1, and one messenger. It is desired that the title of the position of law clerk be changed to that of "chief law clerk," in order that we may have in the office somebody who, under the statute, will have authority to act in the absence of the solicitor.

Senator SMOOT. Is there not a sentiment to abolish all these offices of solicitor, in the Treasury Department and the Department of Commerce and the Department of Labor?

Mr. ABERCROMBIE. As to that I am not informed. I am new to the service, and I have not heard the matter discussed.

Senator SMOOT. Yes; I think it would be very much better to have each department have their own officers. This is all under the head of the Attorney General.

Mr. ABERCROMBIE. I had started to say, Mr. Chairman, that I really think the title of this position, law clerk, ought to be changed to that of assistant solicitor. So far as I recall, our office is about the only similar office without an assistant solicitor. It so happens that

I am occupying a sort of dual position. Soon after my appointment as solicitor the President, under section 179 of the Revised Statutes, issued an Executive order authorizing me to perform the duties of Secretary of Labor during the absence of the Secretary and Assistant Secretary, and in that capacity I am engaged at present exclusively in the performance of important departmental duties.

Senator ROBINSON. As Acting Secretary of Labor?

Mr. ABERCROMBIE. Yes. And it becomes necessary often for a chief assistant in my office, the law clerk, to act as solicitor. The gentleman who now occupies the position of law clerk has been there for many years. His present salary is only \$2,000. He is experienced, well qualified, and efficient, and I submit that \$2,000 a year is not an adequate salary for a man of the qualifications required. I desire to ask that you accept the recommendation of the Attorney General, which is that the present title of "law clerk" be changed to that of "chief law clerk," and that the present salary of \$2,000 be increased to \$2,500 a year.

The CHAIRMAN. We have heard everybody who is here for hearing this morning, and the understanding is that we will adjourn until Monday.

(At 12 o'clock m. the subcommittee adjourned until Monday, April 1, 1918, at 10.30 o'clock a. m.)

# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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MONDAY APRIL 1, 1918.

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m.

**Present:** Senators Martin (chairman), Overman, Underwood, Robinson, Warren, and Smoot, of the subcommittee.

Also Senators Smith of Maryland and France.

Also the following representatives of the Baltimore Clearing House: Messrs. Eugene Levering, president of the National Bank of Commerce, of Baltimore; J. B. Ramsey, chairman of the board of directors of the Merchants' and Mechanics' National Bank, of Baltimore; C. C. Homer, jr., president of the Second National Bank, of Baltimore, and president of the Baltimore Clearing House; and Waldo Newcomer, president of the National Exchange Bank, of Baltimore.

## PROPOSED ABOLITION OF SUBTREASURIES.

Senator SMITH of Maryland. Mr. Chairman and gentlemen, you very kindly gave me permission to bring over a delegation from Baltimore in regard to the proposal to do away with the subtreasuries of the United States in the various cities, nine altogether. The bill does not propose that the subtreasuries shall be done away with at present, but that they shall be done away with six months after peace is declared. That seems to me like speculative legislation and, whilst it may be a little strong to say so, the most unreasonable legislation that I have ever heard of, to direct what shall be done six months after the close of the war. Nobody knows when the war is going to end or what the conditions may be at that time.

I will thank you if you will listen to what some of these gentlemen may have to say in regard to the efficiency and the usefulness of the subtreasury in Baltimore; and, of course, Baltimore, in comparison with other cities, is a small city in that particular. Mr. Levering has charge of the delegation.

## STATEMENT OF EUGENE LEVERING, ESQ., PRESIDENT OF THE NATIONAL BANK OF COMMERCE, OF BALTIMORE, MD.

Mr. LEVERING. I have the honor, Senator, to be the chairman of this distinguished delegation, if you will leave the word nonapplicable to myself.

We are dealing with the question of the subtreasuries. I do not know when that institution was first established, but it has grown up in our country and become a well-established and recognized department of the Government. During all of these years so many activities of the Government have centered in and around this institution, making it a place not only for governmental uses, but meeting so largely the convenience and the necessities of the public at large.

It is a great mistake to suppose that the subtreasuries are simply institutions that are now maintained for the benefit of the few banks that may be located in the cities where these subtreasuries are located. Their functions are so much broader; they meet so much more largely the demands of other institutions, and also the commercial demands of our larger merchants, so that they do fulfill a great function of actual usefulness.

These are days of great surprises. I need not refer to any of the recent ones, but it is a matter of surprise to a good many of us who are engaged in the banking business to be met with the proposition of doing away with the subtreasuries. To tear down that which has been established during all these years, and not to make a suggestion as to providing anything to take its place, is to us one of those surprises in legislation which is rather causing us to wonder what the reason for it can be. Of course we understand that the matter of economy can be urged.

Senator SMOOT. You stated that nothing had been suggested to take the place of the subtreasuries.

Mr. LEVERING. I do not know; there has been no legislation proposed, as I understand, Senator; but the thought has been given out that the reserve banks can do this same work.

Senator SMOOT. Yes; certainly. That is my opinion.

Mr. LEVERING. But there has been no legislation proposed along that line. This simply provides for wiping out the subtreasuries, but for no concurrent legislation whatever to substitute anything therefor, so far as I know, as yet.

Senator SMOOT. You are speaking only as to the provision in this bill?

Mr. LEVERING. So far as I understand, it is not in the bill. Even granting that that theory, perhaps, may be the basis of the proposed change, it then becomes simply a question along two lines—one of economy, and the other of service. Unless it is going to be of great economical value to the Government, surely there is no advantage in making a change under existing conditions, anyhow, and thus causing people to wonder why it is done.

The total amount of money involved in carrying on these nine Subtreasuries, according to the latest reports which we have been able to get, is somewhere about \$650,000 per annum, nearly one-half of which represents the enormous volume of business done by the New York Subtreasury, leaving a very small amount on the average for the others. The Baltimore Subtreasury probably does not cost the Government over \$40,000 a year. The last report I saw was \$31,500, but allowing for some little expense during the past year Baltimore's Subtreasury cost about \$40,000; so that when we come to think of the total amount of only somewhere about \$600,000 or \$650,000 which

required to carry on this great work to which our people have come so habituated, to have that suddenly taken away from them—course, after the war, we understand, but in any event it would come suddenly to them—is going to cause people to stand up and wonder what can be the reason for it. When we are talking in billions, it is a little unusual to talk about the question of economy, even if you could save every dollar of it; but the facts in the case are, I think any candid man who will look into it will find, that you not only can not save anything, but in all probability there will be additional expense involved in carrying on the new system.

I have not time to read this list of the various functions of the subtreasuries. You are all familiar with them. They are enumerated here in the report which I shall be glad to give the chairman, and they are also published in a report accompanying the letter of the Secretary of the Treasury. There they are—a list of the functions of the Subtreasuries.

(By direction of the subcommittee, the list of functions of the subtreasuries is incorporated in the record at this point, as follows:)

[From H. Doc. 1777, 64th Cong., 2d sess.]

The duties and functions of the Subtreasuries may be stated generally as follows:

- Issue of gold certificates on gold deposits.
- Acceptance of gold coins for exchange.
- Acceptance of standard silver dollars for exchange.
- Acceptance of fractional silver for redemption.
- Acceptance of minor coins for redemption.
- Acceptance of United States notes for redemption.
- Acceptance of Treasury notes for redemption.
- Acceptance of gold and silver certificates for redemption.
- Cancellation (before shipment to Washington) of unfit currency.
- Laundering of unfit currency which permits of this process.
- Exchange of various kinds of money for other kinds that may be requested.
- Remittances from United States depository banks of their surplus deposits of internal-revenue, customs, money-order, postal, and similar funds.
- Deposits of postal savings funds direct.
- Deposits of money-order funds direct and indirect.
- Deposits of post-office funds direct and indirect.
- Deposits on account of 5 per cent redemption fund.
- Deposits of interest on public deposits.
- Deposits of funds belonging to disbursing officers.
- Funds deposited for transfer to some other point through a payment by a subtreasury located thereat.
- Encashment of checks, warrants, and drafts drawn against the Treasurer of the United States and presented at a Subtreasury for payment.
- The payment of United States coupons and interest checks.

In addition to the foregoing the Subtreasuries have the custody of a large part of the reserve and trust funds, consisting of the gold coin and bullion and silver dollars deposited to secure gold and silver certificates and greenbacks.

(The letter of the Secretary of the Treasury, heretofore referred to, is as follows:)

TREASURY DEPARTMENT.

OFFICE OF THE SECRETARY.

*Washington, March 13, 1918.*

MY DEAR SENATOR: I notice that the Appropriations Committee of the House has recommended that a provision be included in the legislative, executive, and judicial appropriations bill for the abolition of the Subtreasuries of the United States six months after the return of peace. I think this is a most unwise and unnecessary provision, because we are undertaking now to determine a policy with respect to the Subtreasuries at a time in the future certainly so far



removed from the present that no one can even guess what the conditions at that time may be.

The maintenance of the Subtreasuries can not be determined merely by the question of their cost to the Government. It should be determined solely from the standpoint of broad policy. That the Subtreasuries ought to be continued in the light of present conditions, is so clear that even the House committee does not recommend their abolition until after the war. Why not wait until after the war to determine then, in the light of conditions existing at the time, what is the wise and sensible thing to do? I can see no advantage in fixing a limit upon the life of the Subtreasuries now; and I can see, on the other hand, many disadvantages.

I earnestly hope, therefore, that this provision will be omitted from the bill.  
Cordially, yours,

W. G. McADOO.

HON. THOMAS S. MARTIN,  
*United States Senate.*

Mr. LEVERING. I think not a Senator here to-day would be able to put his finger on a single one of these functions that the Government could eliminate. Those things must be carried on. There is nothing that the Government stands for, and necessarily must stand for as the representative of the American people, more than the convenience of the people, the needs of the people; and out of all these accumulative years there have developed these lines of activity which the Government is performing through the Subtreasuries.

Now, gentlemen, we can not eliminate those things. Who is going to do it, then? Even if the suggestion just made by Senator Smoot were adopted—that we are to look to the Federal reserve banks—the fact is that, while the officials of the Federal reserve banks are willing to take over this function of the Government, they are not qualified, physically, or in any other way, to do so. They are not qualified, as far as their present clerk hire is concerned, or their internal arrangements.

Take our own local branch bank, which has been so recently established there, much to our gratification: There is not room there. They have not the clerks. The only thing they could possibly do, if anybody asked them to do it, would be to ask the Government to turn around and assign to the work of the Subtreasury—which you can not get rid of, gentlemen; you can not blot out that work; it has to be done by somebody—the present quarters in the customhouse and the same staff, and consequently there would be no money whatever saved in that direction. They have not the physical facilities, although they have, as we were told at the time, the very best banking building in the whole system, so far as branch banks are concerned. Only one or two of the main Federal reserve banks, I believe, have buildings as well adapted for the purpose as our own branch bank, which happened to have a vacant building well adapted for the purpose—a beautiful building, and all that. So there is nothing to be saved from the economical point of view.

You must bear in mind that somebody has to do these things. Somebody has suggested: "Well, we will concentrate, and in concentration there is economy." Yes; provided you do not carry that theory too far. To concentrate means to bring things to Washington and concentrate work there. Well, I imagine if there is any place to which the word "congested" can be accurately applied now—and probably it will get to be more and more so after the war and from now on—it is Washington. All your departments are

here; and when you undertake to concentrate in Washington, if you are going to concentrate the Subtreasuries, why not concentrate the district courts? Why not concentrate the collectors of internal revenue? Why not concentrate everything here and let the mails do all the business? You see the absurdity of the thing. So that the concentration idea certainly can hardly obtain.

Senator WARREN. Is this reserve bank in a rented building or in a Government building?

Mr. LEVERING. The branch bank of Baltimore?

Senator WARREN. Yes.

Mr. LEVERING. They have their own building. It was the building vacated by the bank of which Mr. Ramsay was president. It is not very large, but is an ample building and a very handsome one. It was bought wonderfully cheap, at 50 cents on the dollar. As I said, the officers there and the officers of the board here, I believe, think it is one of the finest banks in the system.

Senator WARREN. And your Subtreasury is in a Government building?

Mr. LEVERING. In the customhouse.

Senator WARREN. So I understood.

Mr. LEVERING. I think I have said enough to show you how the work of this institution has met the needs of the people and has furnished conveniences that were essential. To interrupt, to interfere with those conveniences would be really a very disturbing factor to a large number of people.

Do not for a moment suppose that this is simply a little benefit to the national banks, gentlemen. There are many other people benefited by it, as you will see when you read the functions of the institution. We have merchants that come down there, and they ignore the banks. They go right directly to the Subtreasury for change, for special kinds of coin, and things of that kind. If the banks were forced to say: "Well, we will accommodate you" by sending everything to Washington and waiting for the mail to get it back, you would put an impediment in the way of the free and easy flow of business relations. You would be tearing down something which all these years have built up, and everybody would be standing and wondering why. There is no compensation that we can see in making the change, because we are satisfied that the economical matter, the question of saving money, is just simply nonexistent. We therefore feel that we have a good cause.

Senator SMITH of Maryland. As I understand, the House does not even propose the abolishment of these Subtreasuries now?

Mr. LEVERING. Oh, no.

Senator SMITH of Maryland. They do not think it wise to do it at this time.

Mr. LEVERING. We agree most heartily with what you say, Senator.

Senator SMITH of Maryland. The main proposition is that they think it ought to be abolished six months after the war. My idea is, if it ought to be abolished, why not abolish it now? Why should we legislate for a condition six months after the war? To my mind that is the foolish part of it.

Mr. LEVERING. We heartily agree with that.

Senator SMOOT. I think, however, that that is compromise, because the House has agreed a number of times to abolish the subtreasuries and the proposal has not been agreed to in the Senate.

Senator ROBINSON. This relates to a controversy that has been in progress for 15 years, to my certain knowledge. I think Senator Underwood will corroborate my statement that when he and I were Members of the House of Representatives that issue arose biennially, if not annually, and it was fought out with the same degree of persistence and the same result. I can not for the life of me understand how any one would favor a proposition like this, however.

Senator SMOOT. If I were going to abolish them, I should want to abolish them at once.

Senator ROBINSON. There might be some merit in the proposition to abolish them immediately, but there can be no merit in the proposition to abolish them six months after the whole war is over.

Senator SMITH of Maryland. That is the proposition. That is the weakness of the thing.

Mr. LEVERING. There is just one other point I want to make, and that is this:

The Government is looking very largely to the national banks now, as it has been heretofore, and the banks have responded to the very best of their ability, as a main avenue for the placing of liberty loans. The abolishment of these subtreasuries will affect the national banks financially and in the way of convenience to a very large extent—certainly in the latter respect. At a time when the Government is asking the national banks to rally and stand up to the support of the Government to say to them, "All right, you stand by us during the war, and after the war is over we are going to rob you of that which you have been accustomed to lean upon all your lives; we are going to take away your right arm, almost"—it is the right arm, so far as the basis of the relations between the banks and the Government is concerned—"we are going to lop it right off, throw it in the discard, and let you get along by yourselves." We do not think that is a very good way to continue to secure the support of the national banks. We think it is a threat that ought not to be hanging over us.

Senator SMITH of Maryland. Would it not interfere with the efficiency of the banks in doing the work of floating these liberty loans?

Mr. LEVERING. Oh, absolutely. So that this theory of abolishing the subtreasury six months after the war, Senator, has in it an element of dissatisfaction which to some extent will cool the ardor of those who are trying to carry this burden on their shoulders.

We shall be very glad to answer any questions that may be asked.

There are two reports here in reference to this matter, one of them an original report and the other a supplemental report, which I should like to have placed in the record.

(By direction of the subcommittee, the reports above referred to are incorporated in the record at this point, as follows:)

#### THE FUNCTIONS PERFORMED BY THE SUBTREASURIES.

The work performed by the subtreasuries is of such a diversified character that in order to correctly state their many functions, we quote from the letter of Hon. William G. McAdoo, the Secretary of the Treasury, to the Speaker of

the House of Representatives under date of December 16, 1916 (Doc. No. 77, p. 2) :

"The duties and functions of the subtreasuries may be stated generally as follows :

- " Issue of gold order certificates on gold deposits.
- " Acceptance of gold coins for exchange.
- " Acceptance of standard silver dollars for exchange.
- " Acceptance of fractional silver for redemption.
- " Acceptance of minor coins for redemption.
- " Acceptance of United States notes for redemption.
- " Acceptance of Treasury notes for redemption.
- " Acceptance of gold and silver certificates for redemption.
- " Cancellation (before shipment to Washington) of unfit currency.
- " Laundering of unfit currency which permits of this process.
- " Exchange of various kinds of money for other kinds that may be requested.
- " Remittances from United States depository banks of their surplus deposits of internal-revenue, customs, money-order, postal, and similar funds.
- " Deposits of postal-savings funds direct.
- " Deposits of money-order funds direct and indirect.
- " Deposits of post-office funds direct and indirect.
- " Deposits on account of 5 per cent redemption fund.
- " Deposits of interest on public deposits.
- " Deposits of funds belonging to disbursing officers.
- " Funds deposited for transfer to some other point through a payment by a subtreasury located thereat.
- " Encashment of checks, warrants, and drafts drawn against the Treasurer of the United States and presented at a subtreasury for payment.
- " The payment of United States coupons and interest checks.

"In addition to the foregoing the subtreasuries have the custody of a large part of the reserve and trust funds, consisting of the gold coin and bullion and silver dollars deposited to secure gold and silver certificates and greenbacks."

While practically all of the functions enumerated above are directly the result of transactions between the banks and the subtreasuries, yet those considered of the greatest value and convenience to the banks may be enumerated as follows :

- Redemption of mutilated currency.
- Acceptance and distribution of coin.
- Exchanges of various kinds of money for other kinds that may be requested.
- The encashment of checks, warrants, drafts, coupons, etc.

#### REDEMPTION OF MUTILATED CURRENCY.

In order that a bank may be in a position to pay out to its patrons money fit for circulation, it is necessary that all currency received must be carefully assorted, and that unfit for reissue exchanged for other currency fit for circulation. By this means, and this means only, is the currency circulating medium of the country kept in a fairly acceptable condition.

The amount of unfit money accumulated in the above manner is very large, and the banks avail daily of the convenience afforded by the Subtreasuries, to promptly secure from them money fit for circulation in exchange for mutilated currency.

To send all mutilated currency to Washington for redemption, as has been suggested, would react on the public, in that the banks would not be able to give as prompt relief in this respect, and this inconvenience would most naturally have a tendency to continue currency in circulation beyond the time when it should be retired. The tendency to continue in circulation unfit currency would increase with the distance between Washington and the banks located in those business centers now supplied by the Subtreasuries.

#### ACCEPTANCE AND DISTRIBUTION OF COIN.

Another great convenience accorded the banks by the Subtreasury system is the prompt supply of coin of different denominations, always available to meet commercial conditions.

The distribution of coin is enormous, and any curtailment of this convenience would be a serious handicap to public business.

## 82 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

We are advised by the Assistant Treasurer that the distribution of coin from the Baltimore Subtreasury is by no means confined to the banks and financial institutions, but that large quantities are distributed direct to the commercial houses in our city, the daily total frequently aggregating more than \$100,000.

### EXCHANGE OF VARIOUS KINDS OF MONEY FOR OTHER KINDS THAT MAY BE REQUESTED.

It is not always possible for a bank to anticipate the demands that will be made upon it by its patrons for currency of certain denominations.

The Subtreasuries have always been a place of resort, where any condition involving the exchange of one denomination of currency for another could be effected.

The necessity for making exchanges of this character is of daily occurrence, and the amounts involved are large. Through the exchange system offered by the Subtreasuries, the banks are placed in a position to meet the requirements of the public in this particular, and any curtailment of this privilege would be embarrassing to the banks, and a corresponding inconvenience to the public.

### ENCASHMENT OF CHECKS, WARRANTS, DRAFTS, COUPONS, ETC.

The payment by the Subtreasuries of checks, warrants, drafts, etc., drawn on the Treasurer of the United States, and the payment of coupons from Government bonds, has always been a necessary convenience to the banks.

It is true that those banks designated as Government depositaries, now forward most of the above-mentioned items to the Treasurer of the United States direct, yet the large number of banks that are not designated as Government depositaries, continue to present these items at the subtreasury for payment.

It is also known that a great many individuals avail of the conveniences afforded by the subtreasury here, to have Government checks cashed, and that Government disbursing officers present checks for large amounts, to secure the necessary cash to meet Government pay rolls.

### VOLUME OF BUSINESS TRANSACTED BY THE BALTIMORE SUBTREASURY DURING THE PAST 12 MONTHS.

We are advised by the Assistant Treasurer here that the volume of business transacted at the Baltimore Subtreasury during the past 12 months was an excess of \$314,000,000, which will tend to demonstrate the extent of the operations transacted, and the measure of convenience afforded to this city; also the value of the Subtreasury to the commercial district it serves, which is not confined to Baltimore City, but embraces Virginia, West Virginia, North Carolina, South Carolina, and a part of Pennsylvania.

### APPROPRIATION FOR BALTIMORE SUBTREASURY.

The amount of \$31,500 appropriated for the maintenance of the Baltimore Subtreasury seems small in comparison with the volume of business transacted and the diversified public interests it serves.

It does not seem reasonable to assume that any economy to the Government could be effected by having this work performed elsewhere, and in addition, the public would suffer the loss of the present necessary conveniences for the prompt transaction of business.

It is possible to abolish this institution by legislation, but the work it performs can not be abolished, and to divert its functions to untried channels would be of doubtful expediency.

### NOT IN THE INTEREST OF THE PUBLIC TO TRANSFER THE WORK OF THE SUBTREASURIES TO WASHINGTON.

Quoting from the letter of the Secretary of the Treasury (p. 3), "It has been suggested that the subtreasuries are merely conveniences and not necessities and that their duties might be performed entirely by the Treasury at Washington.

"This is in a sense true, but the cost of handling all the business from a common center in a country so extensive as the United States might be greater than the expense of the subtreasury system, whereas the delays and incon-



inconveniences which the public would have to suffer might prove a very serious handicap upon business.

"It could with equal force be argued that internal-revenue offices throughout the United States could be abolished and all of the work done at Washington, and in like manner that many of the customs offices throughout the country could be abolished and all of the work done from Washington.

"It is the duty of the Government to provide adequate facilities to meet the convenience and necessities of the public in all parts of the country, and the problem must be considered as a whole and not merely in detail."

#### FEDERAL RESERVE BANKS NOT SUPPOSED TO PERFORM SUBTREASURY FUNCTIONS.

Secretary's letter (p. 2): "The Federal reserve act does not expressly or by implication contemplate the substitution of the Federal reserve banks for the subtreasuries, nor would it in my opinion be possible or advisable, if possible, to attempt such a substitution.

(P. 3:) "Federal reserve banks are private corporations, just as are the national banks; the duty of providing the necessary storage vaults and of assuming the custody and control of trust funds could not be imposed upon the Federal reserve banks by legislation.

"Aside from the custody of the trust funds of the Government, the subtreasuries perform a highly useful service to the public in making exchanges of money, supplying money and coin where needed, and reducing the cost and expense of shipments of currency and coin from a common center.

"It is necessary to maintain the facilities and conveniences provided by the subtreasuries in the large centers of business in the country, such as the cities in which the subtreasuries are now located.

"Even if these particular functions could be transferred to Federal reserve banks where they exist the services rendered by the substituted agencies would have to be compensated for. This would involve expense to the Government, while at the same time the facilities provided might not be as thorough and satisfactory as those supplied by the subtreasuries themselves."

#### SUBTREASURIES WELL AND ECONOMICALLY ADMINISTERED.

"It has been stated by the Efficiency Committee that the Subtreasuries are, generally speaking, well managed and perform their duties with a reasonable degree of dispatch, at no excessive cost." (P. 6, Doc. No. 867.)

It is submitted that if the present work performed by the Subtreasuries is efficiently and economically transacted, as stated, and admitting that their functions must remain a necessary part of the present financial machinery of the country, is it practicable to assume that the work now performed by the subtreasury system can be as economically accomplished for the Government, or as acceptably performed for the convenience of the public generally as by the present trained clerical force engaged in the performance of this work?

It would appear that nothing can be gained by disrupting this organization and closing to the public the conveniences of these institutions in the commercial centers in which they are located.

#### UNWISE AT THIS TIME TO UNSETTLE ANY PART OF THE FINANCIAL MACHINERY OF THE COUNTRY.

With the Federal reserve banks taxed to their utmost capacity to take care of the numerous financing operations of the Government, and the Subtreasuries handling a larger volume of work than ever before, it seems ill advised to suggest or contemplate at this time any drastic change which could in any way tend to upset or unsettle the present financial machinery of the country.

#### THE EXISTING COOPERATION BETWEEN THE FEDERAL RESERVE BANKS AND THE SUBTREASURIES ADVANTAGEOUS.

It is felt that the finances of the country are rather strengthened than otherwise by having the Federal reserve banks, private corporations, on one hand, and the subtreasuries, Government institutions, on the other, each performing, in thorough cooperation, their separate functions as at present and affording to the commercial interests of the country every facility and convenience for the transaction of public business.



## 84 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

### THE SECRETARY OF THE TREASURY HAS NOT PROPOSED TO CONGRESS ANY PLAN TO SUPERSEDE THE PRESENT SUBTREASURY SYSTEM.

The honorable Secretary of the Treasury in his last report to Congress on this subject opposed the abolition of the subtreasuries, and at this session of Congress did not suggest that any change be made in the present system. but, on the contrary, through his representative, Hon. R. C. Leffingwell, the Assistant Secretary of the Treasury, he requested that the report of the Efficiency Committee be tabled during the war period.

In accord with the views expressed by the honorable Secretary of the Treasury, and the fact that the present unsettled condition of national affairs calls for the united and thorough cooperation of all commercial interests, it would seem undesirable to experiment by legislation adverse to the present Subtreasury system or to consider any change, until a plan superior in economy, efficiency and convenience to the Subtreasury system has been submitted to Congress by the honorable Secretary of the Treasury.

### SUBTREASURY CITIES NOT ESPECIALLY FAVORED.

It is not reasonable to argue or assume that any special privilege is accorded a city by having a subtreasury located thereat.

There must necessarily be, and there are, established throughout the country at certain points Government institutions, such as internal-revenue offices, customhouses, district courts, subtreasuries, etc., all conducted for the convenience of the public and the necessary performance of Government work.

These conveniences must be distributed so as to meet the needs of business in commercial centers of trade.

Nor can it be stated with justice that those cities having a Federal reserve bank or a branch are favored cities.

These banks are merely located at designated points where commercial conditions demand their conveniences. This statement is equally true of all Government institutions, and no one for a moment would seriously advocate that all Government work be centralized at Washington, regardless of its effect upon the commercial interests of the country.

### THE GOVERNMENT A PARTNER IN THE FEDERAL RESERVE BANK SYSTEM.

[Federal reserve act, p. 14, sec. 7.]

The Government, as well as the member banks, is interested in the financial success of the Federal reserve bank system, for it shares in one-half of the net profits of the Federal reserve banks and eventually receives the full amount of their net profits.

It is represented that if the work now performed by the subtreasuries should be transferred to the Federal reserve banks the expense incurred would necessarily cause the Government's share of the profits to be correspondingly reduced. Therefore, it can be of no financial advantage to the Government to transfer the functions of the subtreasuries to the Federal reserve banks, for the Government must pay for the continuance of this work wherever performed.

It is further represented that the Federal reserve banks, like the Government, are working under abnormal conditions and their profits from abnormal rediscounts have been correspondingly increased, but when normal conditions are again restored the profits derived from the rediscounting of commercial paper will be correspondingly reduced. Hence it does not seem just to saddle the Federal reserve banks with this unknown expense, which under normal conditions may jeopardize their ability to meet the payment of dividends to their present stockholders. Nothing is so damaging to the success of an institution as to be so loaded with expense that it is unable to earn for its stockholders the dividends expected.

### NOT APPROVED BY THE SECRETARY OF THE TREASURY OR THE FEDERAL RESERVE BOARD.

It appears that no one clothed with authority, in either the office of the Secretary of the Treasury or that of the Federal Reserve Board, has advocated or approved the recommendations made to Congress by the Efficiency Committee, but on the contrary, it is understood that this report does not express

the will of either the Secretary of the Treasury or the Federal Reserve Board.

To cut a link from the chain that operates the great financial machinery of the country, should not be considered, unless that link has become either useless or defective. Nor would it seem wise to contemplate its removal until another link has been prepared of greater strength and value, molded by and bearing the stamp of approval of the Secretary of the Treasury, as the official financial head of the Nation and of the Federal Reserve Board, as the financial head of the commercial requirements of the country.

#### CONCENTRATING THE REDEMPTION OF CURRENCY AT WASHINGTON.

Too much emphasis can not be placed on the inadvisability of eliminating the present currency redemption conveniences of the country, and centralizing all this work at Washington. It would place all commercial centers where subtreasuries are now located at a great disadvantage; especially would this be true of those centers far removed from Washington. The entire plan would have a tendency to force into continued use money unfit for circulation, in order to avoid the heavy expense and delay which would be involved if forced to secure new currency for old at such a disadvantage.

#### BALTIMORE BRANCH BANK NOT IN A POSITION TO PERFORM THE WORK OF A SUB-TREASURY.

So far as Baltimore City is concerned, it is a physical impossibility for the Federal Reserve Branch Bank, as now located, to perform even a part of the functions of the subtreasury. Its floor space is fully occupied with its present operations, and it has been forced to secure additional vault space outside of its building, to store a part of the large volume of currency it is required to handle.

#### NO CHANGE ADVISABLE AT THIS TIME.

The fullest cooperation on the part of all financial heads and employees, must be concentrated and conserved to effectively carry forward the gigantic financing operations of the country, and it does not seem expedient that legislation at this time should be contemplated or enacted which could in any way affect or divert this coordination of spirit and purpose.

Senator SMITH of Maryland. Gentlemen, I appreciate your giving us this hearing.

Mr. HOMER. We thank you.

Mr. LEVERING. We are very much indebted to you, sir, for allowing us to take up this much of your time.

(The subcommittee thereupon went into executive session, after which it adjourned.)



# LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

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**WEDNESDAY, APRIL 3, 1918.**

UNITED STATES SENATE,  
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,  
*Washington, D. C.*

The subcommittee met at 10.30 o'clock a. m.

**Present:** Senators Martin (chairman), Overman, Underwood, Robinson, Warren, and Smoot.

SERVICES OF JOSEPH S. MCCOY.

## **STATEMENT OF HON. F. M. SIMMONS, A SENATOR FROM THE STATE OF NORTH CAROLINA.**

Senator SIMMONS. Mr. Chairman, I suppose nearly every member of the committee knows about Mr. McCoy. Senator Underwood and Senator Smoot know a good deal about him.

Senator UNDERWOOD. We agreed last year, did we not, on an increase of pay for him?

Senator SIMMONS. That was not what I had in mind, Senator Underwood. Mr. McCoy has been helping the Finance Committee in connection with all of our tax legislation, and he has also been helping the Ways and Means Committee. The Treasury Department seem to regard him as their best expert on matters of that sort, and Secretary McAdoo has said to me once or twice that he was the most valuable man in the Treasury Department in certain ways.

The Finance Committee have a very high opinion of Mr. McCoy, and we feel the need of having, and no doubt Senators upon other important committees feel the need of having, some official of the Senate who is an expert statistician—and Mr. McCoy is that—to whom they could go upon any matter and ask for statistical information. It occurred to us, therefore, that it would be a very good thing to make Mr. McCoy the statistician of the Senate, and to give his position permanency by so writing it into the bill that it is specified that the position is for him, because he is now in the Treasury Department, where he has been for a great many years, and he would not want to give up a certainty—a permanent place—for a temporary place. I think it was the unanimous opinion of the Finance Committee that that would be a wise thing, Senator.

The CHAIRMAN. What is his present salary—\$3,500?

Senator SIMMONS. He has been getting only \$2,500. The Secretary has been recommending for years that his salary be raised to \$4,000, I think.

The CHAIRMAN. What is he really getting now—\$3,500?

Senator SIMMONS. No; he is getting \$2,500, or \$2,400.

Senator SMOOT. I think it is \$2,400.

Senator SIMMONS. Yes. We have a bill for \$4,000 for him.

Senator SMOOT. In this amendment of yours, you name as a statistician of the Senate Joseph S. McCoy. That is not necessary, is it?

Senator SIMMONS. Mr. McCoy felt, and I think probably that so, that he would not care to give up his place in the Treasury until he felt that he was getting a permanent place.

The CHAIRMAN. Last year he got \$1,600 out of the contingent fund of the Senate.

Senator SIMMONS. Yes; but, Senator, that is not exactly the point I am trying to make. I am trying to suggest an amendment here——

The CHAIRMAN. What I am trying to do is to find some way to lessen our burdens along this line. My life has been made miserable by requests for increases of every conceivable sort. There is a terrible pressure here. Here are the Land Office people. They—they will have to stop business unless they get what they ask. They want about 500 clerks increased—nearly all of them. The clerks here at the Senate are asking for an increase, and it is a very hard problem. If we could do this by giving Mr. McCoy what they want and leave the matter of permanency to come later, it seems to me it would answer the purpose. I just throw out that suggestion.

Senator SIMMONS. I do not think we are ever going to be able to do without the help of such a man as Mr. McCoy in the Senate.

The CHAIRMAN. But do you think we could go in and put on millions of dollars in the way of increases? If we start it with one clerk here the others will want it. I tell you, there are over 500 men at the Land Office who are besieging me; they have been here two or three different times for increases for over 500 clerks.

Senator SIMMONS. I think this would relieve you somewhat. If you should raise the salary you would establish a precedent; but if you create this new office of statistician of the Senate, and place a salary on that office, you do not raise any salary. You just create this position, which the Senate certainly needs. I think the Senate not only needs a statistician, but it needs a parliamentarian.

Senator ROBINSON. There is not any doubt about that.

Senator SIMMONS. The House have one, and I think we ought to have one.

Senator UNDERWOOD. I was wondering which one you were referring to.

Senator SIMMONS. I do not mean that Senators are not general parliamentarians, but the Senate needs an official parliamentarian.

I have this in mind to suggest to you: I feel myself that Mr. McCoy would be of such service to us—I am so anxious to have him made the statistician, so that I could use him all the time, as no other committee could use him—that I would be willing to give him one of the places that I now have if that were done.

The CHAIRMAN. What is the highest salary of any clerk in the Finance Committee?

Senator SIMMONS. The clerk of the committee receives \$3,000.

The CHAIRMAN. And Mr. McCoy gets only \$2,400?

Senator SIMMONS. He gets only \$2,400 in the Treasury Department. I have one place there that pays \$2,000, and one that pays \$1,600. I would be willing to give up either one of those two in order to secure the help of Mr. McCoy. The Treasury Department have very kindly lent him to us.

Senator SMOOT. He is provided for under the Treasury Department at present; but if we take Mr. McCoy away I suppose they will get somebody else.

Senator SIMMONS. For years the Treasury Department has been lending Mr. McCoy to the Finance Committee, and I think to the Ways and Means Committee, sometimes, and every time we allow him something extra. The last time we allowed him \$1,600.

Senator SMOOT. The House, I see, has allowed him \$2,500.

Senator ROBINSON. Why is not that system all right, Senator Simmons?

Senator SIMMONS. Because we only have him occasionally now, and I want to put him at the service of the whole Senate. You want statistics sometimes.

I want to say this about Mr. McCoy: He said to me: "I would not care to give up my place in the Treasury Department unless I can regard this place as a reasonably permanent position."

Senator SMOOT. I think that is right.

Senator SIMMONS. He said: "I am sure they are going to give me \$4,000, and I think you ought to allow me \$4,500."

Senator SMOOT. The Treasury Department estimated \$4,000 for him and the House gave him \$2,500.

Senator SIMMONS. If you want to do so, I would rather you would take the \$1,600 place I have and abolish it; but you can take the \$2,000 place, if you think best.

Senator ROBINSON. If we put this in, the House provision will go out, will it not?

Senator SMOOT. No; they have got to have an expert in the Treasury Department.

Senator WARREN. If you put him on here, he is not as safe as he is in the Treasury Department.

Senator SIMMONS. I know it, and he does not regard it as being as safe as he would be in the Treasury Department, but he says he would feel, if his name were mentioned in the statute, as you have done in four or five cases, that it was reasonably permanent.

Senator ROBINSON. I think we understand this matter now.

Senator SIMMONS. I do not want to tire you.

Senator ROBINSON. You are not tiring us at all. I think we understand it.

Senator SIMMONS. I am very much obliged to you, gentlemen.

## DEPARTMENT OF COMMERCE.

George Johannes, Disbursing Clerk, Department of Commerce; Sam L. Rogers, Director of the Bureau of the Census; Chauncey D. Snow, First Assistant Chief of the Bureau of Foreign and Domestic Commerce; S. W. Stratton, Director of the Bureau of Standards;



George R. Putnam, Commissioner of Lighthouses; and Arthur J. Tyrer, Deputy Commissioner of Navigation, appeared.

The CHAIRMAN. We are compelled to hurry as much as possible, consistently with getting at what it is necessary for us to know. The Department of Commerce is the first department to be heard, and we have allotted to that department the time from 10.30 to 11.15. That is 45 minutes. I hope whatever you wish to present can be presented in that time, and it will be hastened by your not going over what has been said in the House.

Mr. JOHANNES. Yes, sir.

Senator ROBINSON. How many are there present who will be heard from the Department of Commerce?

Mr. JOHANNES. These gentlemen here.

The CHAIRMAN. I hope you do not want all these gentlemen to be heard; or, if so, I hope you will never do it again. You ought to concentrate on somebody to represent the department, and not have a dozen people from one department to be heard. We can not possibly do it. If nobody else is prepared to do it this morning, we will have to do the best we can; but having a great army of people come from one department is a system that we can not recognize. One or two people from the Department of Commerce ought to be able to cover everything they want. They ought to post themselves, and concentrate in that way. I say that because it is necessary for us to economize time.

Mr. JOHANNES. Senator, all these people have been posted to make their statements just as brief as possible. They are bureau chiefs who are familiar with the facts, and I think can get them very quickly into the record.

The CHAIRMAN. What I want to bring to your attention is that I personally object to the system of all the bureau chiefs coming. The head of the department, or some one man to represent the department, ought to get the bureau chiefs to come to him, and let us have the information in that way, and not have all the bureau chiefs coming here to present each one his particular matter. It is a system that we can not find time to comply with; but as it has not been done before, you may proceed. Next time I will make a formal request of the secretary that he shall pursue that course, because it is impossible for us to hear so many people.

Mr. JOHANNES. I will tell him, Senator, what you say.

The CHAIRMAN. All right.

#### SALARIES, OFFICE OF THE SECRETARY.

#### STATEMENT OF GEORGE JOHANNES, DISBURSING CLERK, DEPARTMENT OF COMMERCE.

Mr. JOHANNES. The first item is in the Secretary's office on page 125, line 25, clerks of class 1. We have received a position at \$1,200 in the deficiency act of October 6, 1917, which in the appropriation has been omitted. We should like to have that restored, if you think you can do that.

The CHAIRMAN. What is the nature of the position?

Mr. JOHANNES. A clerk of class 1—a \$1,200 clerk. You will find it on line 25, page 125.

**Senator Smoot.** We have given you 19 clerks of class 1. You estimated for 17.

**Mr. JOHANNES.** Yes; but we estimated for places higher up which would have taken those over.

**Senator Smoot.** You want 20?

**Mr. JOHANNES.** We want 20; yes, sir.

**Senator Smoot.** All right. Go on.

**Mr. JOHANNES.** That is all in the Secretary's office.

LIGHTHOUSE BUREAU.

**STATEMENT OF GEORGE R. PUTNAM, COMMISSIONER OF THE BUREAU OF LIGHTHOUSES.**

SALARIES, LIGHTHOUSE BUREAU.

**Mr. PUTNAM.** Mr. Chairman, on page 126, line 13, the Department of Commerce submitted estimates, for the Lighthouse Service central office here in Washington, of increases of two clerks. The House only allowed one of those two clerks; and we are asking that in line 13, "two of class 3" be made to read "three of class three." That is adding one clerk at \$1,600 a year.

The work of the central office of the Lighthouse Service here in Washington has been greatly increased by the present conditions, the difficulty of obtaining supplies, making contracts, repairing vessels, etc., the fact that a large part of our service is cooperating with the Navy through the law authorizing the transfer of vessels and men to the Navy, and so on. We consider that the work of the service is too great a strain on our present clerical force, and we ask your consideration of providing this additional position. The Lighthouse Service has nearly 6,000 employees, and only 22 clerks in our central office here in Washington.

CENSUS BUREAU.

**STATEMENT OF SAM. L. ROGERS, DIRECTOR OF THE BUREAU OF THE CENSUS.**

SALARIES, CENSUS BUREAU.

**Mr. ROGERS.** The estimates for the Bureau of the Census call for 79 new positions.

**Senator WARREN.** What page is that on?

**Mr. ROGERS.** Page 126.

**Senator ROBINSON.** At the bottom of page 126, commencing with line 20. They run all the way through there, if I may be pardoned.

**Mr. ROGERS.** The new positions are mainly in classes 4, 3, 2, and 1; and we also ask for the transfer of 33 positions from the \$1,200 class to the \$1,400 class.

**The CHAIRMAN.** Twenty of class 4 were given by the House. You have 15 of class 4 now?

**Mr. ROGERS.** Yes, sir.

**The CHAIRMAN.** How much is it that you want? Are you satisfied with the 20?

Mr. ROGERS. We accept without protest the reduction in the number of new positions; but it is desired to renew the request that the number of positions in the \$1,200 class be reduced by 33, and that the position in the \$1,400 class be increased by the same number.

The CHAIRMAN. It is just an increase of salary.

Senator SMOOT. Yes; that is all. In the clerks of class 2, instead of 65, you want what?

Mr. ROGERS. We want an increase of 33.

Senator SMOOT. You want 98, then; and in class 1 how many?

Mr. ROGERS. We want a decrease of 33. The number, therefore, is not increased at all.

The CHAIRMAN. It is just an increase of salary; that is all.

Mr. ROGERS. It is an increase of salary, amounting to only \$6,000 altogether; and it will quiet the organization so that it can be maintained.

Senator SMOOT. The House gave you 46 new positions.

Mr. ROGERS. Yes, sir.

Senator SMOOT. You wanted how many?

Mr. ROGERS. I wanted 79.

Senator SMOOT. But you are not complaining of that. You want this increase in wages?

Mr. ROGERS. I do want that \$6,000 increase restored, because we are having the worst time I have ever had to maintain an organization at all. There are clerks there that have been there 17 years at \$1,200 without a promotion, and it is just impossible to keep them long, unless I keep them arbitrarily. They are offered more money in the service of the Government elsewhere. This arbitrary rule that we are permitted to enforce I have enforced, and it is not doing any good to the service. It is a fact that the percentage of salaries over \$1,200 in the Bureau of the Census is less by far than in any other department of the Government in Washington.

I will file a statement, if you please, that covers the whole question.

(The statement referred to is as follows:)

#### SALARIES, BUREAU OF THE CENSUS.

The estimates for Census Bureau salaries call for 79 new positions, mainly in the \$1,800, \$1,600, \$1,400, \$1,000, and \$800 classes, and for the transfer of 33 positions from the \$1,200 class to higher classes. H. R. 10358 provides for 46 new positions, including two at \$1,200, but does not authorize the transfer of any positions from the \$1,200 class.

The Census Bureau will accept without protest the reduction in the number of new positions, but it desires to renew its request that the number of positions in the \$1,200 class be reduced by 33 and in the \$1,400 class be increased by the same number. This will not create any additional positions. It will involve an increase of only \$6,000 in the appropriation for salaries (less than 1 per cent of the entire amount). At the present time only 17.4 per cent of all of the Census officials and employees, from the Director down to the messenger boys, receive salaries greater than \$1,200 per annum, whereas in the other bureaus of the Department of Commerce, taken as a whole, this proportion is 39.9 per cent, and in 1912 (the latest year for which data are available) 36.1 per cent of all officials and employees in the executive departments in Washington, exclusive of those in the Bureau of the Census, drew compensation greater than \$1,200 per annum. Under the provisions of H. R. 10358 the proportion of positions paying more than \$1,200 per annum in the Census Bureau has been increased to 21.8 per cent, and under the rearrangement now proposed this proportion has been increased to 27.3 per cent. Even this percentage is unduly low as compared with the remainder of the Government service in Washington as will be observed from the foregoing statement.

The effect of this unjustly low-salary scale has been repeatedly set forth in the annual reports of the Director of the Census and in connection with the estimates of appropriations. It should be sufficient to say here that during the period from July 1, 1916, to February 28, 1918, the Census Bureau lost, by resignation and transfer, 117 officials and employees, or more than one-fifth of its entire statutory force. In order to prevent any further disintegration of the force of the bureau at such a critical time, when we are at the threshold of the gigantic task of taking a decennial census, I wish to urge strongly that the rearrangement of the \$1,200 and \$1,400 classes herein proposed be given favorable consideration.

*Statistical and technical expert.*—In the House bill the item for a statistical and technical expert at \$3,000 has been dropped. It is hoped that this item may be restored, since the Census Bureau's force already contains too few statutory positions of the kind in question. The bureau's functions are wholly statistical in character, and its force, if its work is to be done properly, must include a suitable number of men possessing the natural qualifications, educations, and training to fit them for the performance of high-grade and complicated statistical and technical duties and for the intelligent supervision of the work of others. The need of a statistical and technical expert already exists and is being rendered still greater by the approach of the fourteenth census period (which will begin at the termination of the next fiscal year), as it is the intention to place this official in charge of the mines and quarries inquiry at that census.

COLLECTING STATISTICS, BUREAU OF THE CENSUS.

*Expert special agents.*—The estimates contained a proviso authorizing the fixing of the compensation of not to exceed 10 special agents at a rate not to exceed \$8 per diem, but in the House bill this proviso has been amended so as to authorize the employment of not to exceed seven special agents at this compensation. The Census Bureau's statutory force does not include a sufficient number of persons possessing the special statistical and technical qualifications needed, in some cases more or less intermittently, in connection with the compilation and preparation for publication of the results of its numerous inquiries. It has been found necessary, therefore, to employ varying numbers of special agents as the need for their services arises. Some are employed temporarily and are paid only when actually employed, while others are on the permanent roll. The need for an increase in the number of these special agents is already pressing and will become still greater in the near future because of the approach of the fourteenth census period; and, in view of the reduced purchasing power of the monetary unit, \$8 a day is meager enough compensation for men having the education and training necessary to equip them for the class of work which the bureau desires them to perform.

It is hoped, therefore, that the proviso in question may be restored to its original form, so as to provide for the employment of as many as 10 special agents at not to exceed \$8 per diem.

*Apportionment of reduction.*—The amount estimated under the head of "Collecting statistics" was \$559,000, but in the House bill this has been cut down to \$450,000. It is not known whether the House committee had in mind any specific apportionment of the reduction among the several items making up the total for collecting statistics, but in the absence of information to the contrary, the bureau will proceed on the assumption that the following reductions are intended:

Item.	Estimate by Census Bureau for—		Assumed estimate by House committee for 1919.	Assumed reduction.
	1918	1919		
Decennial statistics of fisheries.....		\$30,000		\$30,000
Annual statistics of marriage and divorce.....	\$181,000	20,000		20,000
Annual statistics of cities.....	35,000	44,000	\$35,000	9,000
Annual statistics of births.....	36,000	45,000	35,000	10,000
Preliminary work Fourteenth Census.....		40,000		40,000
Total reduction.....				109,000

*Decennial statistics of fisheries.*—The inquiry is provided for by the act of June 7, 1906. If made, it will cover the calendar year 1918. This is an important inquiry, dealing, as it does, with one of the country's food resources. If, however, Congress does not see fit to provide an appropriation for it, the bureau will be able to release a greater portion of its clerical force for the performance of war work, of which it has a considerable amount in view.

*Annual statistics of marriage and divorce.*—The item under this head was to cover the cost of continuing an inquiry which was begun last year with the intention of making it an annual one. The statistics derived from an inquiry of this character have great sociological value, but in view of the present national crisis it is believed that this work could advantageously be discontinued in order to release a portion of the census force for war work, of which, as stated above, the bureau has a considerable amount in prospect.

*Annual statistics of cities.*—The Census Bureau's estimate of \$44,000 under this head was not excessive, in view of the growth in this branch of the work. The number of cities to be covered by the report for the fiscal year 1919 is estimated at 242, as against 219 for the fiscal year 1917 and 227 for the fiscal year 1918. An increase in the cost of the work from year to year is, therefore, inevitable. Moreover, it will be necessary during the next fiscal year to substitute special agents for some of the statutory employees who have been engaged on this work heretofore, in order to release the latter for employment upon preparatory Fourteenth Census work. For these reasons it is urged that no reduction be made in the item for statistics of cities.

*Annual statistics of births.*—In view of the great importance of the birth statistics, which relate to a registration area that has been rapidly extended of late and will be further extended from time to time in the future, it is extremely desirable that there be no cut in this item of the bureau's estimates. The actual expenditures under this head during the fiscal year 1917 were \$34,453.28, or only a trifle less than the amount which was presumably intended to be allotted to this item for 1919 by the House (see table on preceding page): yet during the eight months which have elapsed since the close of the fiscal year 1917, seven new States—Kentucky, Virginia, Indiana, North Carolina, Ohio, Wisconsin, and Washington—have been added to the birth-registration area, which now contains approximately one-half the population of the United States. It is obvious, therefore, that if this work is to be properly conducted the appropriation for the fiscal year 1919 must be materially larger than the expenditures during the fiscal year 1917.

*Preliminary work, Fourteenth Census.*—Much of the delay in the progress of the Thirteenth Census work was due to insufficient preparation. It is the bureau's desire to avoid that source of delay in connection with the Fourteenth Census; but it will be unable to make proper preparations for this great decennial task unless it has a suitable appropriation to cover the cost of such preparations. If the war shall have come to an end before the beginning of the year 1920, the importance of the census will be at least as great as in the previous decennial year, and if the war shall continue until after that time the desirability of having reliable data as to population, agriculture, manufactures, and mines and quarries will be still greater than in normal times. In fact, at this very time the military activities of the country are hampered by the lack of reliable and up-to-date statistical data in regard to our industrial and agricultural resources.

In any event, therefore, there is real and pressing need for comprehensive and thorough preparations to take the next census.

#### CONSTRUCTION, PURCHASE, RENTAL, OR REPAIR OF PUNCHING MACHINES.

The amount estimated for under this head has been reduced in the House bill from \$70,000 to \$60,000. The bureau is likely to need the entire amount of the item carried in the original estimates, and its preparations for the Fourteenth Census may be more or less handicapped if the \$10,000 reduction is allowed to stand. In the compilation of the results of a decennial census the work done on the punching machines play an exceedingly important part. During a portion of the Thirteenth Census period the number of punching machines in use was at times between 400 and 500 and these machines were in operation 14 hours daily (two shifts of operators being employed); and it is estimated that between 400 and 500 machines of an improved type will be needed for Fourteenth Census work. It is, therefore, a matter of great importance that the bureau have available an ample appropriation for the construction, rebuilding, and acquisition of these machines. Lack of adequacy

that this part of the bureau's equipment would perhaps result in more delay than would be likely to accrue from any other single cause.

For the foregoing reasons it is urged that the full amount originally requested under this head—\$70,000—be appropriated.

Senator ROBINSON. How many clerks of class 4 are you asking for, Mr. Rogers? I am confused by your statement.

Mr. ROGERS. Just what is in the bill.

Senator ROBINSON. Just what is in the bill?

Mr. ROGERS. Yes, sir.

Senator ROBINSON. That is an addition of five, then?

Mr. ROGERS. There is no change at all in the number.

Senator WARREN. They increased them in the House.

Senator ROBINSON. But there are 15 authorized by existing law, and the House increased the number to 20; and you are satisfied with that?

Mr. ROGERS. I am satisfied with that.

Senator ROBINSON. That is what I want to know.

Mr. ROGERS. I am satisfied all the way down until you come to the \$1,400 class, and then I just want the change of 33 clerks from \$1,200 to \$1,400.

Senator ROBINSON. Now I understand you.

#### STATISTICAL AND TECHNICAL EXPERTS.

Mr. ROGERS. There is one expert special agent there, or statistical expert, as it is called in the bill.

Senator SMOOT. One statistical and technical expert, \$3,000?

Mr. ROGERS. Yes; one statistical and technical expert, \$3,000.

Senator SMOOT. That is on the side there.

Mr. ROGERS. I intend to use him in the Mines and Mining and Quarries Inquiry.

Senator ROBINSON. You want that?

Mr. ROGERS. Yes, sir.

Senator ROBINSON. And that is not in the House allowance?

Mr. ROGERS. That is left out of the bill.

#### EXPERT SPECIAL AGENTS.

On page 127, lines 23 and 24, I ask for 10 expert special agents.

Senator WARREN. You had five, and the House gave you seven?

Mr. ROGERS. They gave me 7; yes, sir. I should like to renew my request for the 10. Those men are used on special, expert inquiries, and they are the class of men that only do special and expert work. I have 4 at present engaged.

Senator WARREN. You can not get along with seven?

Mr. ROGERS. I ought to have 10 to meet the increased work and the preparatory work for the decennial census—such men as Dr. Coulter, now dean of the College of Agriculture and director of experiment stations in the University of West Virginia; Dr. Glover, professor in the University of Michigan; Dr. Hill, of Harvard; Dr. Wilcox, of Cornell. Such men as that, I want. I can not get them for less than \$8 a day.

Senator ROBINSON. What service do they render, generally?

Mr. ROGERS. Dr. Glover has just finished a piece of work known as life tables.



Senator ROBINSON. Technical work?

Mr. ROGERS. Technical work. This is the first time it has ever done in this country, taking the population as a whole. It has received with a great deal of satisfaction.

Senator WARREN. This per diem is to be paid only when you use them?

Mr. ROGERS. Only when we use them.

Senator WARREN. And they, of course, occupy other positions?

Mr. ROGERS. Yes, sir. I may use them for 30 days; I may use them for as much as six months in the year; but at some time during the year I use, perhaps, all of them.

#### COLLECTING STATISTICS.

Senator UNDERWOOD. How much of this request for additional clerical force is due to the preparation for the next census, and how much is due to ordinary conditions?

Mr. ROGERS. I think we have that worked out. The amount estimated under the head of collecting statistics was \$559,000, but in the House bill that has been cut down to \$450,000. It is not known whether the House committee had in mind any specific apportionment of the reduction among the several items making up the total for collecting statistics, but in the absence of information to the contrary the bureau will proceed on the assumption that the following reductions are intended:

Decennial statistics of fisheries, \$30,000: We think that \$20,000 of the annual statistics of marriage and divorce was left out. We think that \$9,000 was left out on statistics of cities and States. We think that \$10,000 for the annual statistics of birth was left off, and \$40,000 for preliminary work in agriculture, making a total of \$109,000.

Senator UNDERWOOD. You mean that was left out of what you requested?

Mr. ROGERS. Yes, sir.

Senator UNDERWOOD. How much of that is for work that is progressing now and how much of it was in anticipation of the next census?

Mr. ROGERS. Forty thousand dollars is left off for preliminary work in agriculture which we intended to do.

Senator UNDERWOOD. For the next census?

Mr. ROGERS. Yes, sir.

Senator WARREN. You estimated less than you had last year?

Mr. ROGERS. Yes, sir; I believe it was \$112,000 less than we had last year.

Senator WARREN. No.

The CHAIRMAN. A little less than \$100,000.

Senator WARREN. Eighty-odd thousand dollars.

Mr. ROGERS. Adding the increases and deducting the decreases, there is a net decrease of \$88,000, according to my recollection.

Senator SMOOT. Eighty-eight thousand dollars is what it is.

Mr. ROGERS. Yes, sir.

I have not renewed my request for the annual statistics of marriage and divorce, nor for the statistics of fisheries.

he reason I renew my request in the case of statistics of cities is that has been an annual inquiry that has now become a permanent annual census of the bureau and includes financial, general, and special statistics of all the cities of 30,000 inhabitants and over in United States and the 48 States and the District of Columbia. The first statistics of States that we gave we found very valuable, not only for the use of the States but also for present uses which are being made of them in Congress. They are statistics that I do not think we can afford to drop for the cost it adds to the statistics of cities. I think that separate work cost only \$6,000.

As I have just said, we renew our request for the statistics of birth, as stated in the estimates before the House. The birth registration area is growing continually. We have added seven new States to the territory since we were last before the committee—Virginia, North Carolina, Kentucky, Ohio, Indiana, Wisconsin, and Washington. It will necessitate all I have estimated for. Therefore I renew my request.

If the preliminary work on the Fourteenth Census is to be properly done, I should have the statistical expert, and an appropriation for preliminary work on agriculture in the sum of \$40,000.

#### CONSTRUCTION, PURCHASE, RENTAL, OR REPAIR OF PUNCHING MACHINES.

For the construction, purchase, rental, or repair of punching machines and other machines I ask for \$70,000, and in the bill I am provided with \$60,000. That is on page 128, beginning in line 9. With that appropriation I expect to provide the punching machines, the sorting machines, and the tabulating machinery necessary to do the work of the decennial census. We have a certain number of machines there that were used before—that is, in the 1910 census—that need reconstruction and repair. Hence, I have used that expression. We have not enough of those machines to do the complete work. Therefore, I have asked for construction. I ask also for rentals, because there is at least one commercial machine that we should find it is easier to rent or more economical to rent than to construct these new machines, I should like to have the privilege of renting a certain number of those commercial machines. I believe that covers the Census Bureau.

#### BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

#### STATEMENT OF CHAUNCEY D. SNOW, FIRST ASSISTANT CHIEF OF THE BUREAU OF FOREIGN AND DOMESTIC COMMERCE.

Mr. SNOW. The items about which I wish to speak begin on line 6, page 129.

#### PROMOTING COMMERCE IN THE FAR EAST.

We are asking that the appropriation for promoting commerce with the Far East be restored to \$100,000. The House has granted \$50,000 for that purpose. Fifty thousand dollars is just about the sum we spent out of our fund for promoting commerce for far

eastern work last year. That work was very much appreciated; and the Far East is a region in which people in this country are very much interested now, both as a source of raw materials and as a market for our goods. We are asking for an appropriation for the development of trade there that will be equal in amount to the appropriation which we have for developing trade with Latin-America. In our correspondence we notice that interest has grown in the far eastern field; and where, two years ago, our correspondence on foreign trade related very largely to South America, it now relates to China, to India, and to the Straits Settlements.

Another point that I want to make in that connection is that the British Government and the Japanese Government are giving largely increased attention to that part of the field. The British Government is this year increasing its number of trade commissioners from 4 to 16. The Japanese Government has had its agents covering the Far East there on trade-promotion work, and has gotten up special exhibitions of Japanese products in those countries and has gotten up exhibitions in Japan of the products of the other far eastern countries.

If we are going to keep pace with the other great commercial nations in trade with the Orient, we feel that we must have at least \$100,000. That sum would enable us to have nine trade commissioners in the Far East and it would enable us to have a good office here in Washington for research and for the distribution of our far eastern materials. If we have \$50,000, we will be able to have only about four trade commissioners in the Far East. It costs us about \$8,000 a year apiece to maintain the trade commissioners in the field. We would only be able to have about four there and have a small office staff of about half a dozen people. We feel that we would like to concentrate on that particular section, and we are not asking for any further increases in any other appropriations.

Senator WARREN. Have you got men engaged in that particular work now?

Mr. SNOW. We have had, during the past year, six special trade commissioners in the Far East, and we have one clerk in the bureau now getting \$1,800 in a statutory position who is specializing on far eastern inquiries. The number of inquiries has increased so that he is no longer able to handle them in an adequate fashion.

Senator UNDERWOOD. What are you going to pay those commissioners?

Mr. SNOW. Most of the trade commissioners will get \$10 a day. That is our standard salary.

Senator WARREN. That is \$300 a month.

Mr. SNOW. Yes; \$300 a month or \$3,650 a year. Then, in addition their expenses amount to a little more than their salary, because those trade commissioners are traveling most of their time.

Senator WARREN. Is their subsistence based on the same law as in the other departments or do they receive just their actual expenses?

Mr. SNOW. They get the flat \$4 a day, and then, of course, all traveling expenses or transportation.

Senator WARREN. The \$4 a day simply covers shelter and food?

Mr. SNOW. Exactly; and that \$4, by the way, has proved highly inadequate in many parts of the Far East.

PER DIEM IN LIEU OF SUBSISTENCE.

Senator ROBINSON. I notice a provision estimated for here, authoring a per diem of not to exceed \$7 per day in lieu of subsistence to officers and employees while traveling abroad, and not to exceed while traveling in the United States, etc.

Mr. SNOW. We figured that if the Secretary of Commerce had the discretion, when a man was traveling in a part of the world where he knew that he would have to spend as much as \$7 a day, the Secretary of Commerce should be authorized to reimburse him to that amount. We have had trade commissioners coming home here this year and saying: "It is all very well to be a trade commissioner; I like the work, and all that; but when we get over into places in China and India where it is costing us \$8 or \$9 a day for expenses, our income is pretty well wiped out."

Senator ROBINSON. What do you pay now for subsistence, and what allowance do you make for subsistence to employees while traveling in the United States?

Mr. SNOW. \$4 a day. They get exactly the same when traveling in the United States as when they are traveling in foreign countries. There is no discretion whatever to-day.

Senator WARREN. In some foreign countries it costs less than here, and in some it costs more.

Mr. SNOW. That is very true. I have traveled in countries in Europe myself, as an agent for the department, where I could make money on my \$4 a day, but I have also been to other places where I have had to dig into my pocket pretty deeply to meet the expenses.

Senator ROBINSON. As a matter of fact, the allowance is the same in all places, without regard to that; is it not?

Mr. SNOW. It is.

Senator ROBINSON. And it would be, in all probability, if this provision were put in; would it not?

Mr. SNOW. That was not the idea of Secretary Redfield.

Senator ROBINSON. Would you not have a great deal of trouble in regard to claims for the increase of the subsistence allowance if you invited it by authorizing a maximum? Would not practically every man you had in the field apply for an increase of subsistence?

Mr. SNOW. He would.

Senator ROBINSON. And would it not be easy for him to consume the entire \$7? That would probably be the result.

Mr. SNOW. The State Department, under laws that have been passed, have been required to ascertain the cost of living for their men, and they receive reimbursement for their expenses according to the ascertained cost of living. Those ascertained cost figures are turned over to us, and we would have a perfectly tangible basis for fixing the per diem allowances in different parts of the world.

Senator UNDERWOOD. Suppose we said that they should be allowed their actual expenses, not to exceed this amount, what would be the result?

Mr. SNOW. The result of that, Senator, would be quite an increase in our accounting. If a man is allowed actual cost, he has to submit vouchers for everything, and it makes it a nuisance for him, and it makes it very hard for the accounting office in the department. We

have to check him up at all times. I have been out myself on actual expense when I have had to ask a taxicab driver for a receipt; and that business of asking taxicab drivers for receipts, and wrangling with people over receipts when they are not used to giving receipts and when they do not want to do it, consumes a great deal of time. The flat per diem arrangement is by far the most satisfactory to the men.

Senator ROBINSON. Yes; it saves lots of inconvenience to the person traveling, as well as to the department handling it. There is no question about that. I have had some experience with it; but the thought I had in mind was that the maximum will be the allowance in the course of a very short time, and it will be allowed in every case, just for the reasons that you have stated in part.

Mr. SNOW. It is possible, although we have a sincere purpose here to endeavor to adjust it on the basis of the State Department figures of the ascertained cost of living.

Senator WARREN. What do you do with this per diem allowance when a party is here in the office?

Mr. SNOW. He does not get it.

Senator WARREN. He only gets that when he is traveling?

Mr. SNOW. He only gets that when he is traveling. In the case of our men who are in the United States, if a man's official station is here, and he goes to New York for more than a 10-day period, we pay him his expense to only the 10 days, because we have had so many men on our rolls that we have not been able to give that per diem all the time.

Senator ROBINSON. Are you insisting on an increased allowance per diem for subsistence of employees traveling in the United States?

Senator WARREN. I did not understand him so.

Senator ROBINSON. His estimate contemplates it.

Mr. SNOW. That is in the estimates. We ask to be allowed to grant per diem not to exceed \$5 while traveling in the United States. In the period since the big war began, the cost of travel in the United States has certainly increased very materially.

Senator ROBINSON. The necessary result of that would be an increase in the per diem allowance in all the departments, inevitably.

Mr. SNOW. Well, we believe that that is a thing that is pretty nearly necessary.

Senator ROBINSON. That was the reason why I asked you the question. Some of them allow \$3 or \$3.50, others \$4. I think the general allowance is \$4, is it not?

Mr. SNOW. Four dollars is, I think, the legal maximum.

Senator ROBINSON. The Indian appropriation bill, if I remember correctly, carried \$3.50 for the employees of the Indian Bureau.

Mr. SNOW. I think there is a statutory limit of \$4; and the result is just as you pointed out on the other side there, that that is what is usually paid.

Senator ROBINSON. Of course, if we allow it in this bill we will have applications for the same allowance from every other department, and I am satisfied that they can be justified so far as that is concerned; that a man traveling could reasonably expend that amount, although he might possibly live on less.

Mr. JOHANNES. Senator, may I say something right there? Conditions often are different. In the case of some bureaus of the Gov-



ernment service, a man stays in a town probably a month or two months. He can live there very much cheaper than a man who is moving on every two or three days, and who has to stop at a first-class hotel. In some services, where a man makes an inquiry extending over a month, he can get a very good boarding house with board for less than \$5 a day, while in a city like New York or Chicago or St. Louis the condition is very different.

Senator ROBINSON. That rule applies to all departments. It varies in its enforcement, of course.

Mr. JOHANNES. Yes; the conditions are different.

The CHAIRMAN. Does that cover all that you want to present?

Mr. SNOW. That is all.

(Mr. Snow submitted the following statement for the record:)

#### APPROPRIATION FOR PROMOTING COMMERCE IN THE FAR EAST.

In requesting an appropriation for promoting commerce in the Far East, the Bureau of Foreign and Domestic Commerce believes that the sum of \$100,000 is the minimum sum necessary for adequately carrying on this work. In the first place, the Far East is important from the standpoint of population. There are in the principal countries of the world, outside of the United States, 1,586,000,000 people. 801,000,000 of these are in the Far East. In other words, 53 per cent of the population of the principal countries of the world, outside of the United States, is located in the Far East. According to the Statistical Abstract for 1916, published by the Department of Commerce, the import trade of these countries included in the Far East was \$1,555,116,000. The amount of goods imported from the United States by this section of the world was \$130,569,000. In other words, the United States only sells the Far East a little less than 8 per cent of their total imports, and of this amount, more than 30 per cent is imported by the Philippine Islands alone, which has a population of only 9,000,000 out of the total of 801,000,000 people. The Department of Commerce feels justified in requesting an appropriation of \$100,000 for promoting commerce in the Far East in order to have an appropriation commensurate with those made for promoting commerce in South and Central America, and the general fund for the promotion of commerce, in view of the importance of the Far East, both in population and in trade. (See Table A attached.)

Great Britain is aware of the importance of this section of the world, as according to the British Board of Trade Journal for January 17, 1918, she is increasing her trade-commissioner service from 4 to 15 or 16 trade commissioners. Of the new posts, two will be established in India and one in the Straits Settlements. This does not include the commercial attachés and special agents which England is contemplating sending to the Far East under her reorganized department of over-seas trade for special commercial investigations. The Department of Commerce can not keep pace with the Government of Great Britain in trade-promotion work in the Far East with an appropriation of \$50,000. Japan, which has had an industrial reorganization since the war, has formed an economic commission according to the Japanese Advertiser, Tokyo, dated February 13, 1917, one of the principal objects of which is to consider "how to retain the present expanded markets for Japanese foreign trade, especially in the Far East." The Japanese Weekly Chronicle for December 20, 1917, records the fact that Japanese commercial museums, which will be sources of trade information as well as of trade promotion, will be established in Harbin and in Singapore. The Japanese Advertiser for November 17, 1917, gives an account of an exhibit of Dutch East Indian staple products collected from the Dutch East Indies for the Japanese Government's commercial museums, showing that Japan is making a special study of the Dutch East Indies as a source of raw materials, both now and for after the war. The same journal for August 3, 1917, refers to a special agent being sent to China to further the trade for Japan's marine products. These are quoted merely as examples of the work being done, it being understood, of course, that the Japanese Government does not give publicity to its full program for commercial expansion. Japan is sending her trade experts to India and China in large numbers in



order to secure information of value to Japanese manufacturers and exporters. As for Germany, we may safely assume that she will make every possible effort to regain her trade in the Far East and that she will spare no expense as her Government trade promotion is concerned. The United States Department of Commerce would be enabled by an appropriation of \$100,000 to start on a scale profitable to American manufacturers and exporters a service that would be of special value in promoting trade at this time when the Far East is especially important from a commercial standpoint.

The program outlined by the department on the basis of an appropriation of \$100,000 includes sending 9 trade commissioners to the Far East, the establishment of a force of 13 men in Washington, including a chief clerk and two trade experts; the employment of two commercial agents, one in our San Francisco office, another in our Seattle office, specializing on far-east matters. With an appropriation of only \$50,000 it would be necessary to reduce the number of trade commissioners to four, the office staff in Washington to five or six, and limit the commercial agents to one. It would be very difficult to accomplish any appreciable results for American business over a territory so wide—7,686,091 square miles—and in such large countries with a population of 801,000,000, with a smaller sum.

One of the great commercial problems after the war, and in fact, before the war, is the problem of raw materials. It seems probable that the competition will be in the new and undeveloped markets of the Far East. In order that our commerce may then be guided by sound and accurate information, the department should now be at work in that field in a substantial way. Even now there is a pressing need for such information. The department is receiving a constantly increasing number of requests for information from business men and other Government departments that are directly engaged in carrying on the war. There is also the necessity of supplying the American business public, now and in the future, with information about markets and outlets for our manufactured products. We have neglected this field in the past with the exception of a Handbook on British India, by Henry D. Baker, which was most successful, and reports on the market for cotton goods, made after investigations by Ralph M. Odell, which also afforded real assistance to our commerce.

As will be noted from Table A, the present purchasing power per capita in the Far East is low as compared with Latin America, for example. But in the next few decades, with the increasing industrial expansion which is now starting, the potentialities of the Far East are almost unlimited.

Now is an opportune time to start the work. The great countries of the part of the world are allied to us in the prosecution of the war. A hundred thousand dollars invested there now will accomplish more than many times that amount 50 years from now, when the industrial expansion of the Far East has been crystallized.

In conclusion, the department believes that its request for an appropriation of \$100,000 for the promotion of commerce in the Far East is justified in view of the present and future importance of the Far East to American commerce; that the present time is most opportune for the work, and that the expenditure of \$100,000 during the fiscal year will be a real economy from the standpoint of the results that will accrue now and in the future to our commerce.

	Area in square miles.	Population.	Import trade.	United States' share of import trade.	Percentage of our share.	Appropriation for 1918.
Latin America (promoting commerce, South and Central America).	8,221,688	82,916,000	\$916,314,000	\$329,761,000	40.3	\$100,000
Far East (promoting commerce, Far East) .....	7,686,091	801,100,000	1,555,166,000	130,569,000	7.6	.....
Other principal countries (promoting commerce)	29,456,992	884,094,000	15,346,636,000	3,267,776,000	21.2	125,000

<sup>1</sup> Desired in place of \$50,000 as provided for in appropriation bill under discussion.

## BUREAU OF NAVIGATION.

**STATEMENT OF ARTHUR J. TYRER, DEPUTY COMMISSIONER OF THE BUREAU OF NAVIGATION.**

SHIPPING COMMISSIONER, NEWPORT NEWS, VA.

**Mr. TYRER.** Gentlemen, we have three small items.

One is the establishment of a shipping commissioner's office at Newport News, Va., where we ask for \$1,500 for the shipping commissioner.

The second item is the providing of three additional clerks for the shipping service, at \$900 each, and \$865 for contingent expenses.

**Senator ROBINSON.** Where is that found?

**Mr. TYRER.** On page 132.

**Senator ROBINSON.** I have it.

**Mr. TYRER.** At the top of page 133 is the clerk hire, and the next item is "Contingent expenses."

These increases are asked on account of the increase in the merchant marine. Practically all of the new ships that are being built are going into the foreign trade, and under the law of Congress the men must be signed on before the shipping commissioners. This has increased the work in all of our offices, and especially at Newport News and New York. At Newport News we have no shipping commissioner's office now, and we are asking for this shipping commissioner.

**The CHAIRMAN.** Who does the work there now? How is it done?

**Mr. TYRER.** Mr. Hamilton, the collector, has a deputy doing the work. I do not know whether he has more than one or not, but it is being done by customs officers under the law.

**Senator ROBINSON.** Those items are very small.

**Mr. TYRER.** They are small items. One is \$1,500, another is \$2,700, and the other is \$865. We should have that additional help, because it is a matter that extends directly to expediting the movement of ships.

**The CHAIRMAN.** You want one shipping commissioner and two clerks, you say?

**Mr. TYRER.** One clerk at that office.

**The CHAIRMAN.** One clerk where?

**Mr. TYRER.** One clerk at Newport News to assist the shipping commissioner and two at New York.

**The CHAIRMAN.** Two clerks at New York?

**Mr. TYRER.** Yes, sir; all of them at \$900 each. The shipping commissioner we ask to get \$1,500.

**The CHAIRMAN.** What sort of work does that clerk do? Does he give his entire time to the work?

**Mr. TYRER.** He would give his entire time to it.

**The CHAIRMAN.** Do you think you might just as well have nobody as to have a \$900 clerk?

**Mr. TYRER.** Oh, no. The clerical work at those offices is work that we can get men to do, or have been able to until very recently, at \$900.



If we are to have uninterrupted movement of our rapidly growing merchant marine, the handling of crews by experienced men must be provided for.  
4. The shipping interests at Norfolk are urging the establishing of this office. See letters filed with the committee last year, copies attached.)

CLERK HIRE, SHIPPING SERVICE.

We are asking for an increase of \$2,700 in this item in order that we may employ a clerk at Newport News and two additional clerks at New York, each \$900 per annum.  
Next in importance to having the ships is the necessity for expediting their movements, and the prompt signing on and paying off of the crews is an important item in this connection.  
With the shipment and discharge of 3,453 men at Newport News, it will be necessary to have a deputy shipping commissioner, as much of the time of the commissioner is taken in arbitrating disputes, keeping records of seamen, assisting in securing crews for vessels, in the enforcement of the seamen's act, and attending to the necessary correspondence of the office.  
The following table shows the work done in the shipping commissioners' offices during 1915, 1916, 1917:

Port.	Shipped, reshipped, and discharged.			Cost per man.			Number of clerks.		
	1915	1916	1917	1915	1916	1917	1915	1916	1917
Baltimore.....	5,591	10,226	16,548	\$0.39	\$0.21	\$0.13	1	1	1
Bath.....	1,275	.....	865	.78	.....	.89	.....	.....	.....
Boston.....	19,842	25,122	31,263	.32	.26	.21	3	3	3
New Bedford.....	1,007	1,142	790	.82	1.05	1.10	.....	.....	.....
New Orleans.....	27,687	36,372	42,508	.10	.07	.07	1	2	2
New York.....	247,833	285,998	288,505	.06	.07	.07	10	12	12
Norfolk.....	3,689	7,152	6,524	.41	.21	.26	.....	.....	.....
Philadelphia.....	15,117	19,182	20,173	.40	.31	.30	3	3	3
Portland, Me.....	3,253	3,494	4,491	.68	.63	.45	1	1	1
Seattle, Wash.....	52,263	53,317	49,533	.18	.18	.21	6	6	6
Providence.....	2,940	3,969	3,720	.78	.58	.64	1	1	1
Oakland.....	2,009	1,712	1,627	.59	.60	.63	1	.....	.....
San Francisco.....	29,285	39,838	40,394	.27	.26	.24	6	5	5
Total.....	411,851	487,524	506,941	.....	.....	.....	33	34	35

It will be noted from the above table that the office at New York handles more men than all the other offices combined and the vessels leaving that port are the most important in our war transportation. The work of these men also is of great assistance in keeping alien enemies off of our boats both in the foreign and the coasting trade. The New York shipping commissioner states that unless he can have these additional clerks, it will be impossible for his office properly to perform his work.

CONTINGENT EXPENSES, SHIPPING SERVICE.

We should have for the Newport News office an increase in the contingent fund of \$865, which will be expended approximately as follows:

Rent .....	\$300
Telephone, telegrams, etc.....	60
Janitor service.....	120
Supplies and printing.....	125
Car fare and incidentals.....	25
Desks, tables, chairs, file cases, typewriters, etc.....	200
Total.....	865

We have been unable to secure quarters in the customhouse for our radio inspectors, so it will be necessary to rent quarters for the shipping commissioners, as provided above.  
It would, of course, be useless to appoint a shipping commissioner for this place unless we provide him with an office in which to do business.

E. G. CHAMBERLAIN, Commissioner.

## BUREAU OF STANDARDS.

## STATEMENT OF S. W. STRATTON, DIRECTOR OF THE BUREAU OF STANDARDS.

## SALARIES, BUREAU OF STANDARDS.

Senator WARREN. What page are your items on?

Mr. STRATTON. They begin on page 134.

Senator WARREN. You did not ask for very much here, did you?

Mr. STRATTON. I have not asked for enough. I have been over very carefully with the secretary the list of what the House did not give us, and have picked out some very urgent items. I will run over them briefly, and file a statement with you.

In regard to the physicists, of the eight or ten we asked for that were left out, there is one that is exceedingly important. That is the physicist at \$3,600 whom we wish to place in charge of the optical work. The bureau is receiving a very large amount of optical work from the War and Navy Departments. It has to do with the scientific end of range finders, photographic lenses, telescopes, and all sorts of optical work. That physicist should remain by all means—one physicist at \$3,600, the first one on the line.

The next is the editor. I wish we had not called him "editor." It means a man to prepare the reports and have entire charge of the publication work.

Senator WARREN. It generally means a man that ought to be tarred and feathered.

Mr. STRATTON. Yes; that term sometimes means a man of that nature; but he is absolutely necessary to get the information in shape; prepare reports, etc. Any other name would answer. I do not like the term "editor"; but the position is exceedingly important.

Below that there is the appointment clerk at \$2,000. The work of the appointment clerk is handled now by a \$1,200 clerk, and it really is not handled at all. The bureau's personnel is somewhere in the neighborhood of 1,000 people, and we have to look up all sorts of scientific people and others. It is a very difficult matter; and I wish we might have a good man to take up and handle that work.

The same is true of the property clerk at \$1,800. We have no man now for that purpose. I have submitted this estimate for several years, and it is exceedingly important, with the property accumulation, that we should have one man whose business it is to be responsible for the property.

Senator WARREN. You designate somebody now, do you?

Mr. STRATTON. We designate a clerk who, I think, gets \$1,400, but he has changed four times in the last two or three years. I want to take a man who is not a clerk, but a man familiar with apparatus and machinery, etc., who gives his whole time to it; and it is absolutely necessary. We are not keeping track of our material as we should.

The next important place is the chief mechanic and foreman in instrument shop, \$2,400. That item has been submitted for two or three years. The shop has grown to some 75 or 80 men, who are designing all kinds of apparatus for the War and Navy Departments.

I will say that our work is about 95 per cent military. Practically all the work for the bureau is military, and we are called upon to design these things. I have been compelled to take the man that we had here, one of the best in the country, from a statutory position at \$1,800 and put him on a military fund at \$2,400. I simply had to do it to keep him. Now, that ought to be straightened out.

The next is a shipping and receiving clerk at \$1,200. We have one man in that work now, and it has entirely outgrown him.

The next is the assistant engineer at \$2,000. Our plant has doubled within the last three or four years, and we have but one assistant engineer. There are several minor places, but only one at \$1,600. Now, it is absolutely necessary to have a better man in that place who can help out on the plant. It is a rather large plant, and very complicated.

We ask for an additional pipe fitter at \$1,400. The House gave us another one at \$1,000. Now, it is absurd to think of getting anybody at all to do that work at \$1,000. It can not be done. It either ought to be put in at \$1,400 or left out; and we urgently need that position. This pipe fitter puts in the pipes for various experimental apparatus, etc. If we have any large job of pipe fitting to do, we get it done outside, by contract; but this is for a continuous man, and the necessity is very urgent.

I should like to emphasize, also, the necessity for the foreman of janitors. We have no man to superintend the janitors at all in the seven or eight buildings, with two or three janitors in each one. We therefore ask for a foreman of janitors at \$1,200.

There is a mix up on the question of aids and apprentices. I do not think the House intended to do it. Seven aids at \$600 were dropped, and eight laboratory apprentices at \$540 were inserted. Our recommendation was for a little different arrangement. It does not amount to any more in salaries, and I will simply leave a note in regard to that. It merely means a change of designation.

The next is the photographer. We have a photographer at \$1,400. The War Department and the other departments are paying from \$1,800 to \$2,000, and the work of our photographer has increased enormously, and I wish to add another. By the way, the one that we have, the War Department wants now to go to France immediately. We simply can not keep these people.

We have no foreman of watchmen. In fact, we have a military guard at the bureau; but our own watchmen handle everything inside the building, and the military guard looks after the outside. We have asked for a foreman of watchmen at \$900.

Senator WARREN. You are speaking now of those that are not contained in this list?

Mr. STRATTON. Yes, sir.

Senator WARREN. Is that something later?

Mr. STRATTON. No. I have only mentioned the things that are left out. It was a change of designation. The bureau requested, in the estimates, that the title of foreman of janitors and laborers at \$840 be changed to foreman of watchmen at \$840. The committee increased the salary to \$900, but left the designation as it was before. Perhaps you had better let that go. We can arrange that.



## INVESTIGATION OF STRUCTURAL MATERIALS.

Now, of the funds, the first that I should like you to consider is the structural-materials fund, on page 137, line 14.

Senator WARREN. The House gave you \$125,000. You had \$100,000 and you estimated for \$175,000?

Mr. STRATTON. Yes. That fund, in view of the enormous amount of work that is coming in from the War and Navy Departments, should be restored to the original estimate; and it will be necessary then for the War and Navy Departments to supplement that by a sum equal to the whole. As we take up inspection and testing pure and simple in the War and Navy Departments, they finance it, and they are using this fund; but this has to do with the investigation of structural materials, and an enormous work has been thrown upon it to the materials for all sorts of military work.

Senator WARREN. Would you not get what you wanted from them if we did not raise that amount?

Mr. STRATTON. I am afraid not, sir. I think we can only go to them for work which is specifically their own work, and testing; but when it comes to the working out of the general properties of the materials and the specifications that are used for all alike, we ought to handle it. I should like very much to have that restored. We are working under great stress, and it helps out.

The CHAIRMAN. What page is that on?

Mr. STRATTON. The structural-materials fund begins on page 137, lines 14 to 17. There is no more important thing on our list than that one.

## INVESTIGATION OF STANDARDS OF PUBLIC UTILITIES.

The next is the public-utility standards, page 138, line 4. We are called upon now by the War Department and also by the War Industries Board for a great deal of information regarding the public utilities, especially as to what can be done in the way of saving the by-products. One very important example is this: It is going to be necessary to take out of the gas in the various cities certain of these by-products. The question is, How much can the standard of gas be lowered and not prove detrimental? Questions of that kind are being brought to us at a very much greater rate than we ever anticipated. This increase is needed for immediate war work. In fact, all of these estimates were made up at a time when we were anticipating some of these things and had just a suspicion of what was coming. My estimates on these materials, judging by what is coming in now, were 100 per cent too low. They were made out a year before we knew what was coming. Those two funds are very important.

## INVESTIGATION OF CLAY PRODUCTS.

The next is clay products, on page 139, line 5. The present appropriation is \$10,000. We requested \$30,000, and the House granted \$20,000. If possible, that should be increased to the full amount, owing to the fact that all of these industries—they are war industries, every one of them—are in urgent need of information regard-

ng refractories. Also, the question of pots for optical glass is involved in that. It is a very great problem. The question of the substitution of our own refractory clays for those that we imported has been a very serious one indeed. I should like it very much if that could be restored to \$30,000 for the year; and then we shall probably have to add to that an equal amount from some other source for the military departments, if they want specific work done.

#### INVESTIGATION OF OPTICAL GLASS.

The next is the optical-glass work on page 140, line 9. There, again, the estimate for the fund that we are working under was submitted before we even knew we were going to be in the war. Last year there was expended in this work over \$100,000. The additional amount was given to us by the Navy Department for the development of a small production plant for their particular use, and that glass goes to the Navy Department, and they will again finance our production work of optical glass; but the really important thing is to learn the entire problem of optical glass, so that we can put the industries in good shape. We have imported into this country every bit of optical glass until the war broke out, and it is one of the most serious cases that has come up in connection with the war. It is needed now literally by the ton. They give their estimates in tons.

Senator WARREN. You are able to furnish it to them, are you?

Mr. STRATTON. Yes, sir; we are furnishing every bit of optical glass in this country now. Our bureau furnishes some 2 tons a month, but that is practically an experimental plant. We do utilize every bit of glass that we make, but this is just a part of it. Some of these glasses are exceedingly difficult to make. We take up the scientific problems in regard to the matter. There are two samples [producing samples of glass].

Senator UNDERWOOD. What kind of glass is that?

Mr. STRATTON. Optical glass to make range finders and binoculars and other things out of. There was not a pound of that glass made in this country before the war broke out. We had begun it at the bureau, and I had made up my mind that we were going to stop that importation of optical glass.

Senator WARREN. It seems as if it were hollow.

Mr. STRATTON. Yes; it does. You gave us, a few years ago, \$10,000. The work began three years ago, at a time when we were not thinking of the war at all, but thinking simply of the fact that we ought to have been making optical glass in this country; and that was an exceedingly fortunate thing. We had a good many of the things worked out, pots enough so that when the rush came on we could tell the glassmakers what to do, and so on; and we have been of very great assistance to them. We have two large firms engaged in this work, and we have had our own small plant, and we are producing every bit of the optical glass used in this country. I do not mean at the bureau; ours is largely an experimental plant, but we do furnish a lot. That estimate should have been \$50,000 instead of \$25,000 to begin with; but we did not know, at the time we were submitting it, what was going to happen.

## METALLURGICAL RESEARCH.

The next is the metallurgical research.

Senator ROBINSON. That is not in my book.

Mr. STRATTON. It was left out by the House. It is on page 138—about the middle of the notes over on the side.

Senator WARREN. You ask for \$50,000.

Mr. STRATTON. That has to do with the development of the proposed light alloys used in aviation—the new steels used in all sorts of ordnance work, etc. This is all investigational work for the War Department, and it is an exceedingly important matter. The President has given \$100,000 for equipment for that work. It is so important that six months ago he gave that much for the equipment, and the equipment is practically installed now. This money is for taking up and pushing these metallurgical problems that are coming to us from both the ordnance bureaus and from the aviation section. That is an exceedingly important war matter.

## MAGNETIC ANALYSES.

Then, there is just one more fund, and that is the magnetic analyses, on page 138, beginning near the bottom of the page.

Senator WARREN. That is in that fine print on the side.

Mr. STRATTON. Near the bottom of the fine print.

Senator WARREN. The next to the last paragraph.

Mr. STRATTON. It seems that the magnetic methods have turned out to be very promising in connection with the testing of a good many of these materials, so that we need not cut out pieces to test them; we can tell what is on the inside of a piece of steel, etc. The military department, as well as the industries, are very anxious to have that work pushed.

## POLARIMETRIC INVESTIGATION.

That is all, except a supplemental estimate that has come over to you in regard to the establishment of a sugar laboratory. For several years the bureau has maintained a supervision over the sugar work of the Treasury Department. That has been merely a supervision as to the polarization laboratories used in the customhouse. The Treasury Department and also the sugar industry are very anxious that we should take up and enlarge that laboratory somewhat, to include some of the fundamental problems concerning the standardization of sugar, and possibly some of the fundamental problems that enter into its manufacture. I want to state, however, that this has nothing to do with the agricultural side of the matter, and does not contemplate in any way the taking up of the problems which properly belong to the agricultural side. The matter has been pressed for several years; and at the present time the readjustments in connection with the establishment of the beet-sugar industry and the cane-sugar industry in our own country have called for scientific knowledge regarding some of the fundamental facts of these sugars. I consider that that is a very urgent item, although not especially a war item.

That is all.

**Mr. JOHANNES.** That is all for the entire department.

(Mr. Stratton submitted the following statement for the record:)

The following positions were submitted in the estimates of this bureau, but were omitted from legislative bill (H. R. 10358) as reported to the House of Representatives:

physicist-----	\$3, 600
Do -----	3, 300
associate physicist-----	2, 500
assistant physicists-----	1, 600
assistant physicists-----	1, 400
laboratory assistants-----	1, 200
laboratory helper-----	600

These scientific positions are urgently required in the prosecution of the work of this bureau. The higher positions are for men who are leaders in their fields, and the salary offered is not at all commensurate with their ability.

1 editor-----	\$2, 500
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The publications of the bureau cover a wide range of subjects, and a man of broad training is required to edit them. This position will enable the bureau to make a great saving in time and accuracy, and the salary asked is not excessive for the type of man desired.

1 clerk-----	\$1, 400
Do -----	1, 200
2 clerks-----	840

The present clerical force is unable to keep up with the demands thrown upon it by the war, and the addition of the four places will relieve the pressure somewhat.

1 appointment clerk-----	\$2, 000
--------------------------	----------

The bureau has over 900 persons on its rolls, and the services of an experienced appointment clerk are necessary to supervise the work of the appointment section.

1 property clerk-----	\$1, 800
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Every piece of apparatus, furniture, machinery, tools, etc., purchased by the bureau is recorded and receipted for by the person receiving it. To see that this important work is done efficiently and the record kept in proper shape it is essential that this section be strengthened by the addition of the above position.

1 chief mechanic and foreman in instrument shop-----	\$2, 400
--	----------

This position is one of the most responsible in the bureau. Special equipment and scientific apparatus impossible to obtain elsewhere are built in the bureau shops. The chief mechanic and foreman of instrument shop is competent to pass upon the design of such devices, and is responsible for the corps of mechanics working under his direction.

3 mechanics-----	\$1, 400
2 shop apprentices-----	720

The mechanic is a necessary adjunct to the successful prosecution of the war. The instrument shop is swamped with work of the most urgent nature. The addition of the above positions will somewhat relieve the situation. The shop apprentices at \$720 are for the purpose of building up our own force of skilled men and to provide a stepping stone between the \$600 apprentice and the \$900 mechanic.

1 shipping and receiving clerk-----	\$1, 200
-------------------------------------	----------

The growth of the bureau has resulted in a great increase in the amount of material received and dispatched. A competent shipping and receiving clerk is necessary to properly care for this work.

1 assistant engineer-----	\$2, 000
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The power requirements of the Bureau of Standards are somewhat different from those of the usual power plant, due to the exacting requirements of the scientific work. In addition to furnishing the various kinds of power demanded

## 112 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

by the scientific requirements, the assistant engineer will also be responsible for the heating, ventilating, and refrigerating systems.

1 pipe fitter----- \$1,400

The number of buildings and the necessity for special piping to meet the needs of the laboratories make it of particular importance that the position of this work should be very reliable and an expert mechanic. This position will enable the bureau to place this work on an

1 foreman of janitors----- \$1,200

1 foreman of laborers----- 1,200

The increasing number of buildings and the varied nature of the work on the grounds makes it necessary that the unskilled labor be properly supervised. The addition of the above positions will provide for this.

### AIDS AND APPRENTICES.

In addition to the foregoing, 7 aids, at \$600, were dropped, and 8 laboratory apprentices, at \$540, were inserted. This evidently was not intended, as it abolishes the \$600 grade and leaves no grade between \$540 and \$720. It is recommended that the bill be changed to read "9 laboratory apprentices, at \$600, and 15 laboratory apprentices, at \$540," being an increase of two positions at \$600 and three at \$540, with the name of the \$600 aid position changed to laboratory apprentice.

### CLERK DESIGNATION.

The estimates provided for the change in designation of two clerks, at \$720, to two office apprentices, at \$720. This was not allowed by the committee. In view of the difficulty of securing clerks at this salary under present conditions, and in order to provide a more gradual promotion of office apprentices to clerks, it is recommended that the designation of two clerks at \$720 be changed to read two office apprentices at \$720.

### PHOTOGRAPHER.

The Committee on Appropriations of the House granted a position of photographer at \$1,400 in lieu of one at \$1,600 requested in the estimates. The requirements of the bureau are very exacting in the photographic line, and it will be difficult to secure a man of proper caliber for the salary granted. It is therefore recommended that the salary be raised to \$1,600 as originally submitted.

### TELEPHONE OPERATOR.

The committee granted a telephone operator, at \$720, instead of \$840, as submitted. It is recommended that the salary be raised to \$840.

### FOREMAN OF WATCHMEN.

The bureau requested in the estimates that the title of foreman of janitors and laborers, at \$840, be changed to foreman of watchmen, at \$840. The committee increased the salary to \$900, but left the designation as at present. It is recommended that the designation be changed to foreman of watchmen.

The following appropriations were either reduced from the amount of the estimate or not granted, as indicated in each case.

### EQUIPMENT.

Present appropriation-----	\$55,000
Requested -----	100,000
Granted -----	75,000

The present fund is entirely inadequate to meet the needs of the bureau. The growth of the bureau and the abnormal increase in the cost of all supplies and equipment makes it particularly desirable that the amount requested be allowed.

REPAIRS AND ALTERATIONS.

Present appropriation	\$5,000
Requested	7,500
Granted	6,000

The deterioration of the older buildings calls for an increasing expenditure for repairs. The removal of apparatus to new buildings necessitate certain alterations to adapt the space for the changed arrangements. The amount requested is a very modest estimate to cover the work to be performed.

GROUNDS.

Present appropriation	\$6,000
Requested	10,000
Granted	7,500

"Including personal service in the District of Columbia and in the field" omitted.

The increase in the number of buildings, in the size of the bureau grounds, and the very heavy hauling due to construction and testing make it important that provision should be made for proper grading, and for the construction of walks and roads. It is believed that the inclusion of the "personal service" clause will permit a more economical and efficient handling of this fund than if all the work is let on contract.

HIGH POTENTIAL.

Present appropriation	\$15,000
Requested	25,000
Granted	15,000

The additional amount requested on this appropriation will permit a wider range of cooperation as requested by several States. One of the results of this investigation "The National Electrical Safety Code" is rapidly being adopted in the several States. The demand for work along these lines is constantly growing.

STRUCTURAL MATERIALS.

Present appropriation	\$100,000
Requested	175,000
Granted	125,000

The present fund is entirely inadequate to meet the demands made upon it by the Government for testing work, disregarding the urgent necessity for investigational work needed by the Government and the public. Investigations are urgently needed in connection with engineering and building materials to determine the properties wherein their usefulness lie. The military establishments are in immediate need of much of this data, and the additional funds requested will enable the bureau to secure the additional assistance and equipment necessary for this important work.

TESTING MACHINES.

Present appropriation	\$30,000
Requested	35,000
Granted	30,000

Since the war began this appropriation has been used almost exclusively in connection with military problems. The increase requested will hardly cover the increased cost of materials, to say nothing of the increased demand for service due to the war.

FIRE-RESISTING PROPERTIES.

Present appropriation	\$25,000
Requested	60,000
Granted	25,000

The annual loss by fire indicates the importance of this work and emphasizes the necessity of a more accurate knowledge of the fire-resisting properties of construction materials. The size of the present appropriation necessarily limits the number of materials that can be investigated. The work often requires



# 114 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

(the use of full-size specimens. Important information has been obtained by the larger amount requested will permit investigations on a wider range of materials.

## PUBLIC-UTILITIES STANDARDS.

Present appropriation	\$50,000
Requested	100,000
Granted	50,000

The changing economic conditions due to the war have resulted in a large increase in the demands upon the bureau for information with regard to technical questions covering service standards, etc. The importance of this work is recognized by public-service commissions of the various States. The increase requested would permit the bureau to be of greater service along these lines and would contribute greatly to better service by the public utilities as well as to the conservation of life and property.

## RAILWAY MATERIALS.

Present appropriation	\$15,000
Requested	20,000
Granted	15,000

The questions involved in this investigation are of vital importance to the traveling public, the railroads, and manufacturers. Progress is being made on some of these problems, and some results have been published. Other problems such as ingot and other manufacturing practices, will require increased appropriations to attack in an adequate manner. The small increase requested will probably be absorbed by the increased cost of materials.

## MISCELLANEOUS MATERIALS.

Present appropriation	\$20,000
Requested	25,000
Granted	20,000

This work is increasing at a rapid rate, the number of samples tested practically doubling over last year. All of these tests are for the Government departments. In addition special investigations are conducted to enable the Government to specify and secure materials of satisfactory composition. This work is of great importance to the Government and the increase requested will enable the bureau to increase the staff and equipment to meet the demands made for information and testing.

## RADIO COMMUNICATION.

Present appropriation	\$10,000
Requested	40,000
Granted	20,000

The extensive use of radio communication in the war has shown the importance of this work. The developments along this line are of vast importance to the Army and Navy. Additional funds are required to carry on the work and also to equip the new radio laboratory now under construction.

## CLAY PRODUCTS.

Present appropriation	\$10,000
Requested	20,000
Granted	20,000

There is urgent need for investigations relating to the production of special porcelains for spark plugs used in motor engines, and porcelain insulators for high-tension currents. The importance of these problems from a military standpoint are very great. The production of better insulators is a vital factor in the economical distribution of electrical energy. A study must be made of porcelains and refractories, as our domestic manufacturers will be undoubtedly in competition with European and Asiatic competitors at the end of the war. Imported materials were used for this purpose, and these must be replaced by the domestic product. The larger appropriation will permit more extended investigations along these lines.

PHYSICAL CONSTANTS.

resent appropriation-----	\$5, 000
requested-----	15, 000
granted-----	5, 000

The determination of physical constants is essential to the development of the industries, and is as necessary as standards of measurement in all industrial work. The increase requested will permit the planning of investigations of special urgency and place the work on a more definite basis.

MECHANICAL APPLIANCES.

resent appropriation-----	\$10, 000
requested-----	25, 000
granted-----	10, 000

This is an important investigation, and would be used almost entirely in investigations looking to the more efficient performance of instruments used in the war, such as development of standard testing appliances for airplane instruments, development and design of viscosimeters for testing oils, development of mechanical control of temperature compensating devices for instruments used to measure altitude, etc.

OPTICAL GLASS.

resent appropriation-----	\$10, 000
requested-----	25, 000
granted-----	20, 000

Military needs are particularly pressing in this field on account of the lack of imported special glass since the war began. The bureau has worked out in a practical way the methods of making standard optical glasses for military purposes, and the increased appropriation requested will permit the bureau to cooperate with the manufacturers and users of optical glass on the theoretical as well as the practical side.

TEXTILE, PAPER, LEATHER, RUBBER.

requested-----	\$20, 000
granted-----	10, 000

The increasing desire of the Government and the public to purchase textiles, leather, etc., according to specifications and tests makes it necessary for the bureau to establish standards of quality and methods of testing. The appropriation requested will permit a larger cooperation with the manufacturer in the improvement of their product.

ELECTRODEPOSITION OF METALS.

Requested \$10,000; not granted.

This work has been conducted almost wholly on empirical lines, with little or no scientific basis. The American Electroplaters' Society has requested the bureau to investigate the subject. Electroplating is not a manufacturing industry, but is employed incidentally in numerous industries. There is therefore no private agency so well prepared to study these problems as a Government laboratory. This research is of immediate importance, as evidenced by the fact that although airplane parts involve the use of plating, there exists no adequate specifications for such work.

RESEARCH FELLOWSHIP.

Requested, \$15,000; not granted.

The bureau cooperates with the industries by giving aid and advice to technical experts who visit the bureau, and the bureau also sends its own experts upon request to the industrial establishments to assist in applying needed scientific methods. The granting of this appropriation will permit a further step in the development of the industries by permitting the training of men for special industries. The service of these men would be temporarily available to the Government, and at the same time they would obtain the most approved scientific methods of measurement and standardization.

## 116 LEGISLATIVE, EXECUTIVE, AND JUDICIAL APPROPRIATION BILL.

### METALLURGICAL RESEARCH.

Requested, \$50,000; not granted.

The available information concerning many metals and most alloys is very incomplete and often inaccurate. Urgent requests are being received from Government, industrial, and scientific sources for information and data requiring elaborate experimentation. Some of the problems attacked are development of light alloys for aircraft construction, production of substitutes for metals hard to get, study of metal failures, corrosion, etc. The granting of the appropriation requested will permit the taking up of problems that are of the greatest importance to the metallurgical industries of the country.

### CHEMICAL REAGENTS.

Requested, \$15,000; not granted.

The purity and reliability of chemical reagents is fundamental to all research and testing work in chemistry. The situation has become critical, due to the cutting off of the normal supplies. The American Chemical Society has urged the bureau to take steps to remedy conditions. The appropriation requested will permit the employment of trained chemists to work on these important problems.

### ILLUMINATION INVESTIGATION.

Requested, \$10,000; not granted.

The lack of satisfactory and accepted standards and methods of testing has led to many expensive legal controversies. Manufacturers are beginning to realize the importance of proper lighting methods and that poor lighting means spoilage, inefficient work, and accidents. The bureau is acknowledged as an authority in this work, and the proposed appropriation will permit it to take an active part in standardizing the requirements of good lighting.

### RADIOACTIVITY.

Requested, \$10,000; not granted.

This work at present finds its most important applications in medical practice. The commercial interests involved are large. The bureau has established the basis for standardization of radium preparations. An important application of immediate military importance is the use of radium self-luminous materials on dials of airplane instruments for night use. This appropriation will enable the investigation to be conducted on the scale demanded by the military authorities.

### MAGNETIC ANALYSIS

Requested, \$10,000; not granted.

The bureau has developed methods for testing rails, rifle barrels, etc., by means of the magnetic properties. These tests may be made on the finished product without injury. The efficiency of industry depends on the quality of the iron and steel used. Impurities and defects affect the magnetic properties and the appropriation requested will make possible the wider utilization in industry of the important results of these investigations.

### INSULATING MATERIALS.

Requested, \$10,000; not granted.

An investigation of electrical insulating materials is urgently needed on account of the severe demands on such material. The bureau would have the hearty cooperation of manufacturers and users of insulating materials. The laboratory equipment of the bureau can be expanded to include this important work, as it is so closely connected with other problems now under way.

### SEA-WATER CONCRETE INVESTIGATION.

Requested, \$15,000, not granted.

A recent investigation by the bureau for the Navy showed that concrete structures are seriously affected by sea water. New structures show such damage sometimes in a few months. This critical conditions calls for technical research to discover the reasons for the rapid deterioration. The Government

and the structural engineering profession are deeply concerned with this problem. It is believed the results of such a research will save to the Government many times its cost each year.

**ENFORCING WEIGHTS-AND-MEASURES LAWS.**

**Requested. \$30,000.**

This appropriation was submitted in a supplementary estimate. The increased cost of foodstuffs makes the enforcement of weights-and-measures laws of vital importance. Many technical questions are arising in connection with this work, necessitating active cooperation with local officials of weights and measures in cities and States. Frequent changes of officials in cities and States result in inexperienced men being called upon to handle technical questions, and this appropriation will enable the bureau to give the cooperation requested.

**INVESTIGATING SUGAR STANDARDS.**

**Requested. \$30,000.**

This appropriation was submitted in a supplementary estimate. This fund will enable the bureau to attack problems in the sugar industry demanding solution and made doubly acute by the war. The United States has the largest and most diversified sugar industry in the world, including, as it does, the cane and beet industries, a tremendous refining industry, and the important Government interest due to the collection of a large revenue from an import duty. The fund is urgently needed to place the technical standardization of this industry on a proper scientific basis.

**DEPARTMENT OF LABOR.**

**CHILDREN'S BUREAU.**

**STATEMENT OF MISS JULIA C. LATHROP, CHIEF OF THE  
CHILDREN'S BUREAU.**

Miss Grace Abbott, Director of the Child-Labor Division, appeared.

**ENFORCEMENT OF CHILD-LABOR LAW.**

Miss LATHROP. I wish to request that the appropriation of \$125,000 which was made for the enforcement of the Federal child-labor law in the House be restored to the figure which we asked in the House in the original request, which was \$164,140. I wish to explain that when this law went into effect on September 1, 1917, it was entirely experimental, and there was no precedent which enabled either Congress or the bureau itself to know what would be a necessary sum to use in its enforcement. We asked for \$200,000, and we were given \$150,000 for the first year. Of that sum only \$2,000 was spent before the beginning of the fiscal year; and while we have used the money as prudently as we could, we have not been able to enforce it in every State with the efficiency with which we would have been glad to do. We made a very careful estimate as to the very lowest possible sum at which on the experience of 1917 and 1918 we believed we could offer a fair degree of efficiency of enforcement for the ensuing fiscal year, and the sum came to slightly over the \$150,000 which we have used, or \$164,000. I believe it was really an inadvertence that this sum was cut, because we were not given an opportunity to explain in detail that it was necessary to the enforcement of the law to have that increase, and we were not aware until the bill was passed that any dissatisfaction was felt with the amount asked.

## SALARY OF DIRECTOR OF CHILD-LABOR DIVISION.

I also wish, Mr. Chairman, in this connection, to state that I believe the salary of the director should be raised to the sum which was originally requested, which was \$4,500. It was placed at \$3,000 by the original House committee, and was, of course, accepted at that sum; but it did not prove practicable to secure for that sum, on a commercial basis, a person fitted to enforce so difficult and experimental a piece of legislation, and the person who has been charged with the enforcement really took the position at my personal solicitation, because I knew that her interest was very great in the matter, and her capacity had been proven, although it is absolutely true that she can command a very much larger salary. I feel that the Government is justified in offering a sum more nearly approximating what her services are worth.

The CHAIRMAN. How much does she get now?

Miss LATHROP. \$3,000.

The CHAIRMAN. And you want it increased to how much?

Miss LATHROP. I wish to ask that it be increased to the sum which we originally requested, which was \$4,500. I especially make this request because there was apparently some misunderstanding in the House. It was pointed out on the floor of the House, as the record shows, that \$3,000 was an inadequate sum for the service which we demanded of a person competent to enforce that law throughout this country, and it was stated that we have asked for no increase.

Senator WARREN. In other words, your estimate was only for \$3,000?

Miss LATHROP. For this last year.

Senator WARREN. No; for this coming year.

Miss LATHROP. Yes, sir; for this coming year. We did not ask for an increase for that year specifically, although we asked for an appropriation in lump, and we did ask that the limitation of \$3,000 be elided. But in order to make the matter clear as to the view which the bureau has of the responsibilities of the position, and a fair salary to be attached to it, I wish to make the request now that the salary be restored to the sum which we originally did request, which was \$4,500.

The CHAIRMAN. Is there anything else?

Miss LATHROP. Miss Abbott has the detail of the administration of the division and is prepared to answer any specific questions, if you desire to make inquiry.

Senator ROBINSON. Have you a written statement there?

Miss ABBOTT. I have a short written statement; yes.

Senator ROBINSON. We should like to have that in the record.

(The statement referred to is as follows:)

Appropriation reported by the House committees in the legislative, executive, and judicial expenses bill (p. 148)-----	\$125,000
Appropriation for fiscal year ending June 30, 1918-----	150,000
Amount requested-----	164,140

(While the present appropriation was available in April, 1917, only \$1,982.50 was expended prior to July 1, 1917. The act did not go into effect until September 1, 1917, and it was at once apparent that the entire amount would be needed for the enforcement of the act.)

The enforcement of the child-labor act involves the (1) issuance of certificates of age and (2) inspection of mines, factories, etc., for violations. The

requests for \$164,140 was based on a very careful estimate of the number of issuing officers and inspectors that would be absolutely necessary to make the administration of the act possible. (See attached estimate.) It will be seen from the estimate that for inspection a request was made for an amount enabling the division to have:

19 inspectors averaging \$1,700 each	\$32,300
11 inspectors and assistant inspectors average \$1,500	16,500
30	48,800

The food and drugs act is the most nearly analogous to the child-labor act in its administrative requirements. For both of these inspections are required. The field is to some extent covered by State legislation administered very satisfactorily in some States and indifferently in others. Cooperation with State officials and Federal inspection are both necessary. The appropriation recommended by the House committee for the Bureau of Chemistry includes the following provisions for inspection:

2 food and drug inspectors, at \$2,500	\$5,000
2 food and drug inspectors, at \$2,250	4,500
1 food and drug inspector	2,120
13 food and drug inspectors, at \$2,000	26,000
13 food and drug inspectors, at \$1,800	23,400
1 food and drug inspector	1,620
11 food and drug inspectors, at \$1,600	17,600
10 food and drug inspectors, at \$1,400	14,000
1 assistant	1,600
44	95,840

This is more than the amount requested by the Child Labor Division. The appropriation reported for clerical assistance, supervision, and traveling expenses is correspondingly greater for the administration of the food and drugs act than the attached estimate for the Child Labor Division.

The constitutionality of the child-labor act is to be argued before the Supreme Court on April 15. It is expected that a decision will be rendered during the present term of the court. The constitutionality of the act will therefore have been determined before the beginning of the fiscal year.

TREASURY DEPARTMENT.

FEDERAL FARM LOAN BUREAU.

STATEMENT OF GEORGE W. NORRIS, FARM LOAN COMMISSIONER AND EXECUTIVE OFFICER.

Herbert Quick, member of the Federal Farm Loan Board, appeared.

PURCHASE OF BOOKS OF REFERENCE AND PERIODICALS.

Mr. NORRIS. Mr. Chairman and gentlemen, the changes that we have to ask you to make are very small.

We ask that \$500 of our appropriation be made available for the purchase of books of reference and periodicals.

Senator ROBINSON. What page is that on, please?

Mr. NORRIS. Pages 41 and 42.

The CHAIRMAN. You just want \$500 made available for the purchase of books and periodicals?

Mr. NORRIS. Yes, sir.

Senator ROBINSON. All right. What is the next item?

Mr. NORRIS. We also ask that \$5,000 of the lump-sum appropriation of \$50,000 be made available for help here.



Senator UNDERWOOD. What is that help to be used for, Mr. Norris?

Mr. NORRIS. We can not specify, and it may not be needed. Our original request was for \$337,000. We revised that before it went before the House committee, and reduced it to \$305,660. The House cut it to \$241,620, and our statutory positions are cut to practically our present force. Our work is increasing so rapidly that we are afraid that before the end of the year—

The CHAIRMAN. You want that \$5,000 out of the \$50,000?

Mr. NORRIS. Yes.

The CHAIRMAN. You do not know what the possibilities may be. Something might happen, and you want the money for it?

Mr. NORRIS. Exactly. We are not asking that the appropriation should be increased a dollar.

Senator WARREN. You want to spend \$5,000 in Washington?

Mr. NORRIS. Yes, sir; we want permission to spend it.

The CHAIRMAN. What is the next item?

#### CHIEF EXAMINER.

Mr. NORRIS. There is one other thing that I am going to explain to you with entire frankness. We asked originally for a chief examiner and for 12 ordinary examiners. The act requires that we shall make periodical examinations of the 12 Federal land banks. The House cut out the provision for the 12 examiners, so that we will have to revise our ideas about the examination of the banks, and it makes it additionally important that we should keep a man whom we have now employed at \$5,000 a year as chief examiner. He was originally an officer of one of the banks.

The CHAIRMAN. What is he getting now?

Mr. NORRIS. Five thousand dollars. We can not keep him.

The CHAIRMAN. At what figure did the House put him in? Did the House reduce his salary?

Mr. NORRIS. No; they did not make any changes, but they cut out the 12 examiners that we asked for. The cutting out of those 12 makes it additionally important that we should keep this particular man. We can not keep him at \$5,000.

The CHAIRMAN. Speaking for myself only, I will tell you that you will have to get somebody else there, then. I know that you can get plenty of bank examiners at \$5,000.

Mr. NORRIS. The national-bank examiners are now getting larger sums than that.

The CHAIRMAN. There is not any difficulty about getting bank examiners at \$5,000. I could get 20 in 24 hours, I am sure, that would be thoroughly competent.

Mr. NORRIS. Senator, may I suggest this—

The CHAIRMAN. Well, we will consider it. I ought not to have interrupted you and taken up your time.

Mr. NORRIS. I am very glad you did, for it enables me to make this explanation. This man has to be a great deal more than an examiner. He can not simply go in there and examine new business. Our auditor has not only to examine their accounts, but he also has to go into their office methods, and he has made suggestions that relate to items of cost in every bank, and he has saved the bank thousands of dollars in office expenses. In other words, he is not only an accountant and examiner, but he is also an office manager

**Senator WARREN.** You say he has saved thousands of dollars on the small amount of business that is done in these real estate loans. Unless they examine outside matters, that looks rather improbable. What is there in the way of expenses that amounts to so much?

**Mr. NORRIS.** The act requires that every borrower, before he can get a loan from the bank, must be a member of a farm loan association. That involves the incorporation of the farm loan associations, and it creates an agency between the borrower and the bank which involves a great deal of labor and trouble. Then his application for a loan has to be received and examined as to legality and as to security.

**Senator WARREN.** That is what I want to get at. These loans are not examined by this examiner as to the property on which you loan?

**Mr. NORRIS.** No, sir; we have an appraiser for that.

**Senator WARREN.** So he has nothing to do with the bona fides of the property on which you loan?

**Mr. NORRIS.** No; I was only saying that in answer to your question as to why there was so much work in these banks.

**Senator WARREN.** As to these 12 examiners, what are they doing?

**Mr. NORRIS.** They are cut out, and we are not asking that they be restored.

**Senator WARREN.** What salary are you asking for the chief examiner?

**Mr. NORRIS.** Six thousand dollars. We can not keep him at \$5,000. We have made a number of inquiries as to whether we can get a man at that price. We find that the men we want are getting \$7,000 as national bank examiners, or \$8,000 or \$10,000 from banks.

**The CHAIRMAN.** The national bank examiners are being paid by fees, are they not?

**Mr. NORRIS.** No, sir; they used to be, and they used to make as high as \$15,000, \$20,000, \$25,000, and \$30,000, but they are not paid by fees any more. They are paid by salary.

**The CHAIRMAN.** Are they all paid the same?

**Mr. NORRIS.** No; they vary in the different districts.

**The CHAIRMAN.** What are they getting?

**Mr. NORRIS.** I do not know; but one particular man that the comptroller told me we might get was getting \$7,500. I think when they were first employed they were getting in some districts \$2,500, but that was where they first entered the service.

**Mr. QUICK.** Mr. Norris started to say that this man was an officer of one bank. He helped to build it up, and helped to organize its system. He is very efficient, and is now able to go into one of the banks with a perfectly coordinated knowledge of what the bank needs. We would find very great difficulty in getting anyone else who could do what he does.

**The CHAIRMAN.** Of course, there are bank officers who get \$50,000 a year, but I do not think that you need any such man for this.

**Senator ROBINSON.** What is that man's name?

**Mr. QUICK.** C. J. Gilfoil.

**Mr. NORRIS.** We are not asking that his salary be increased from \$5,000 to \$6,000. What we would ask you to do is to strike out that statutory salary at \$5,000 and add the sum of \$5,000 to the lump fund, and then, while you would not have official knowledge of that

unless you inquired about it afterwards, we want to say to you in advance, to be entirely frank with you, that if you do that we will then take \$6,000 out of the lump fund and pay that to him.

The CHAIRMAN. If you are going to do that, we would rather put it in the bill at a \$6,000 salary.

Mr. NORRIS. We would like to be able to pay that man ~~\$6,000~~ because otherwise we will have to lose him, and it will take months to break a new man in to do his work at all; but whether it is done by making the salary \$6,000 or by paying him \$6,000 out of the lump sum—

The CHAIRMAN. We could not possibly do that. We would not like to increase the lump sum for the purpose of evading in that manner.

Mr. NORRIS. That is all, except \$20,000 for a special purpose which Mr. Quick is more particularly interested in and is better able to explain than the rest of the board, although we are all interested in it, and he would like to say a word on that.

#### SPECIAL FARM-TITLE EXAMINERS.

#### STATEMENT OF MR. HERBERT QUICK.

Mr. QUICK. Gentlemen, we have an item, the last item estimated, and omitted, of \$20,000. It is in the miscellaneous expense item which comes on the Secretary's estimation, and it was estimated and has been omitted. It reads as follows:

including not to exceed \$20,000 for the accumulation of data by special examiners in rural counties relating to validity of titles to farms in the various parts of the United States, in order to arrive at a proper actuarial basis for the insurance of farm titles.

One of the greatest troubles in making loans, especially in those parts of the country where farm-loan business has not been developed and an excellent system of abstractors developed, especially in the South and East, has been the complexity of farm titles, and the fact that no abstract system has been developed, and the fact that there are no abstractors capable of making abstracts; and the additional fact that the records have been badly kept, in some cases absolutely lost, and the determination of a title is very expensive, and delays are incurred which sometimes almost amount to a denial of the benefits of the act to farmers who are seeking to make loans.

Senator WARREN. What do you accept, when you are going out? Here is a county, for instance, whose country records are supposed to be kept and abstracted as a county duty. There are others where there are dozens of title abstractors.

Mr. QUICK. Where there are dozens of title abstractors we do business almost entirely with them; and in other instances we do business with attorneys. We are endeavoring to obtain all the data possible without additional expense, through the ordinary agencies of our board, for the purpose of finding out exactly what the status of farm titles is.

The CHAIRMAN. That is, as a general thing; not especially in respect to a particular loan?

Mr. QUICK. No, sir.

The CHAIRMAN. That is a latitudinarian scheme of inquiry as to the state of titles in the United States. I can not conceive of the

wisdom of our going into a general inquiry as to titles throughout the United States. If you are going to lend money on a man's farm, of course you have got to investigate his title.

Senator ROBINSON. If you will pardon me just a minute——

The CHAIRMAN. Yes.

Senator ROBINSON. I can readily see how some such system as is suggested would in the end save an enormous expense to the borrower and at the same time greatly facilitate the making of loans. If you could standardize, so to speak, the system of land titles under these loans, it would do away with the necessity for the services of a great many attorneys.

Mr. QUICK. Yes; and we think we can make an inquiry that will be very useful without costing any very large amount of money. We have been trying to install a system of surety bonds from the surety companies, to relieve the farmer of an inquiry away back into ancient history as to his title. We have had a great deal of difficulty in getting those bonds written, and recent decisions of the New York Insurance Commissioner are about to upset all the contracts we have made with surety companies. We have come to you gentlemen in regard to this matter because of a real trouble which is hampering us greatly and which is costing the farmers heavily in delays and in expenses. The information which we are getting through other sources will be very interesting when you come to examine it.

Senator WARREN. What is this idea about security companies?

Mr. QUICK. We will take a bond from a surety company holding us harmless from any defect in the title, and that will have been covered by an examination running back 20 years at least.

Senator WARREN. You make your own examination?

Mr. QUICK. Yes; we make the examination.

Senator WARREN. Do you consider it necessary to have that bond if you have made an examination running back that far?

Mr. QUICK. Yes; we do.

Senator ROBINSON. I have had a good deal of experience, myself, as a lawyer, in the examination of real-estate titles in some sections of the country, and it is true in respect to the section in which I live that there is some defect in almost every title that I have examined. There is no such thing, or there is hardly such a thing, as a perfect title, because when the titles originated the records were imperfectly kept. A great many conveyances were not put on record at all. It is a comparatively new thing in some sections for people owning real estate to place their muniments of title of record. They keep them in their trunks or in vaults, or did so, and many of them were lost and never were put on record; and in consequence, if you examine the titles of the real estate, for instance, in some counties in the State of Arkansas, you will find that the original titles were by Government patents, which patents were not recorded; and although a patent may have been issued and you have proof of that fact, and you may have proof of conveyance from the original patentee 50 or 75 years ago, or even longer ago than that—many years ago—you still have a defect in that title. Of course, an attorney would be slow to approve such a title. Now, the system has grown up of insuring titles.

There are title insurance companies, which make it their business to know the risks that one takes in guaranteeing a title of that sort, and they insure a title just after the fashion that other companies

insure life, or against casualty, for that matter, and it relieves the borrower and the lender of the danger of loss in those cases where the company takes the risk. The company receives a compensation for taking the risk; and I do not take the view of the matter that the chairman seems to take—that it is largely irrelevant to the inquiry—because I believe it is a very important matter.

Senator WARREN. Do you think there are many States like that?

The CHAIRMAN. You have been practicing law in Arkansas your life. What information could you get from a latitudinal inquiry, such as is proposed here?

Senator ROBINSON. But, on the other hand, the bureau would have to come to me as an attorney; and, while I, as a lawyer, would get the fees from my work because of the operation of such a company, the Government would save that amount.

Mr. QUICK. I have not quite made my point.

Senator WARREN. Senator Robinson has made very clear the point as to why you insure.

Mr. QUICK. Yes. I want to say that we are getting a lot of general information which is not costing much. I only want to get a few local studies of typical localities so as to show what the actual mortality of farm titles has been. The data of the lenders and the other companies do not show that, because they only show the mortality of titles among their actually examined titles. We want to show, by the general survey of the country which we are making now, what the general situation of farm titles is, but we want to make a few local surveys, which will not be very expensive, and we can do that with this fund; and, then, we will know whether the insurance companies are charging us too much for this work: we will have a proper actuarial basis, or something approaching it, knowing whether we ought to pay 50 cents, \$1, or \$2 per \$1,000 to these insurance companies. They have not the data, and we have the data at present; the data does not exist; and we would like to have this appropriation. We believe we can make such use of it as every member of this committee would believe was proper. It is for local studies—studies of typical localities; a survey. We want to show how many farmers have lost their farms, and the general situation of farm titles. In addition to that we will show you a great deal of information that is less accurate and concrete than that. We want more concrete information.

The CHAIRMAN. I think we understand that.

Mr. QUICK. Yes, sir.

The CHAIRMAN. That covers all that you have?

Mr. QUICK. That covers all that I have.

## POST OFFICE DEPARTMENT.

### STATEMENT OF MR. RUSKIN McARDLE, CHIEF CLERK OF THE POST OFFICE DEPARTMENT.

#### CLERK LINE.

Mr. McARDLE. This is on page 117 of the bill. The Post Office General has addressed a letter to the committee—to the chairman of it.

The CHAIRMAN. I have it in my hand now.

Mr. McARDLE. That explains in detail the changes he is asking, and have a summary here of the differences. The estimates added to the pending bill \$106,150. The pending bill saves over the current appropriations \$28,470. So that instead of having a decrease as we hoped to do we are asking for an increase, for the clerical needs of the department, of \$77,680.

Senator ROBINSON. The chairman has an itemized statement of that, has he?

The CHAIRMAN. I suppose I have. I have quite a long list here, and he has explained each item in the letter.

Mr. McARDLE. He has explained it in the letter; yes, sir.

The CHAIRMAN. Is there anything not in the letter that you can give?

Mr. McARDLE. I think that explains it very carefully, Senator.

The CHAIRMAN. We will put it in the record, then.

Mr. McARDLE. I have made up here a statement giving an explanation of why each change is made.

(The letter referred to is here printed in full in the record, as follows:)

POST OFFICE DEPARTMENT,  
OFFICE OF THE POSTMASTER GENERAL,  
Washington, D. C., April 3, 1918.

HON. THOMAS S. MARTIN,  
*Chairman Committee on Appropriations,  
United States Senate.*

MY DEAR SENATOR MARTIN: There are transmitted herewith for the consideration of your committee proposed changes which are necessary in the interest of the service in H. R. 10358, a bill making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1919, and for other purposes, as passed by the House on March 15, 1918.

ASSISTANT CHIEF CLERK.

Page 117, line 12, following the figures "\$4,000," insert the words "assistant to chief clerk, \$2,500."

Page 117, line 13, following the words "appointment clerk" omit the words "assistant to chief clerk."

The purpose of this change is to increase the salary of the assistant to the chief clerk of the department from \$2,000 to \$2,500. The salary of the position has remained unchanged since its creation by the act of April 28, 1902. The duties have greatly increased within the past few years by reason of the natural growth of the service, including the acquisition of additional buildings for the housing of the department, and the placing upon that officer duties which were formerly assigned to others. Up to 1915 an employee at \$1,800 per annum was designated to act as assistant superintendent of buildings. His work consisted principally in the care, maintenance, and repair of the buildings, and the superintendence of the mechanical, elevator, labor, and char forces. In 1915 the designation of the employee to act as assistant superintendent of buildings was discontinued, and since then the duties performed by him have devolved upon the assistant to the chief clerk.

The assistant to the chief clerk, under the direction of the chief clerk, has charge of the immediate supervision of the subclerical forces, including engineers, firemen, electricians, oilers, plumbers, carpenters, watchmen, elevator conductors, laborers, charwomen, telephone switchboard operators, etc., a total of 234 employees; the care of the department buildings consisting of the main buildings, the new post-office building, and the new equipment shops; also ascertaining the need of, and arranging for and supervising repairs to, such buildings. To keep these buildings in the proper condition and to meet the constantly changing requirements of the department it is a matter of necessity to make certain repairs and alterations from time to time, and the



Page 117, line 18, in lieu of the figures "\$2,750" insert the figure

The bill as reported by the House committee, based upon the original estimates, provided an increase from \$2,750 to \$3,000. It was stricken out in the House on a point of order.

This assistant attorney is a supervisory employee, who is really to the Solicitor for the Post Office Department, and acts as such in the absence of that officer. The work upon which the assistant attorney is of a very important and exacting nature. Even before the war there was considerable natural growth in the volume and importance of the work of the legal officer for the Post Office Department on account of the necessity for considering cases relating to lotteries and the misuse of the mails for furtherance of schemes to defraud the public. Since the war additional duties have been imposed upon the office of the solicitor involving the administration of certain provisions of the espionage and trading-with-the-enemy laws. This particular assistant attorney is doing a good deal of that work. It is an important position and the salary of \$2,750 is not commensurate with the duties of this officer.

CLERKS, GRADES \$1,800 TO \$1,200.

Page 117, line 20, in lieu of the word "eighty-six" insert the word

Page 117, line 20, in lieu of the words "one hundred thirty-nine" insert the words "one hundred thirty-nine."

Page 117, line 21, in lieu of the words "two hundred" insert the words "two hundred and fifteen."

Page 117, line 21, in lieu of the words "two hundred and forty" insert the words "three hundred and one."

Page 117, line 22, in lieu of the words "one hundred and eighty-nine" insert the words "one hundred and seventy-nine."

The estimates originally submitted eliminated 25 positions in the grades provided in the appropriation for the current fiscal year. In a further study of the situation it is found that largely due to the needs of the service and partly due to the abnormal conditions brought about by the war, which could not be foreseen or realized last October when the estimates were submitted, the additional places submitted herein will be absolutely necessary to give to clerks the salaries which the system of efficient force in this department show that they are earning, and provide an additional number of clerks to properly carry on the work. If

committee provided, in accordance with the department's estimates, for this increase, but the increase was stricken out in the House on a point of order.

The telegrapher, in addition to his duties of sending and receiving messages, does important clerical work incident to checking up and settling the bills of telegraph and cable companies. Many of the telegrams sent by the Post Office Department are very important and should be handled with the greatest care at this time. Some of them pertain to war matters and of course it is desirable that a person be employed as telegrapher who is thoroughly reliable. Not only is this work rated at \$1,500 under the efficiency system of the department, but the amount is absolutely necessary in order to retain a man with the necessary qualifications for the work.

CARPENTER.

Page 118, line 13, following the figures "\$1,400," insert the words "one at \$1,200."

Page 118, line 13, following the next above, change the word "three" to "two."

The purpose of the proposed amendment is to provide an adequate salary for a carpenter who is an assistant to the head carpenter and acts in the place of the head carpenter in his absence. The salary of \$1,000 is not adequate for the duties nor sufficient to retain an employee with the necessary qualifications.

CHIEF CLERK, DIVISION OF POST OFFICE SERVICE.

Page 119, line 10, in lieu of the words "two assistant superintendents at \$2,000 each" insert the words "one assistant superintendent at \$2,000 and one chief clerk at \$2,000."

This is simply a change in designation from assistant superintendent, Division of Post Office Service, to chief clerk, Division of Post Office Service, and is made in order that the official designation may conform to the duties actually performed.

SUPERINTENDENT, DIVISION OF DEAD LETTERS.

Page 119, line 13, following the words "dead letters," in lieu of the figures "\$2,500" insert the figures "\$2,750."

For a great many years the salary of the Superintendent Division of Dead Letters was \$2,750 per annum, but it was reduced on July 1, 1915, to \$2,500. The Dead Letter Office has taken on added importance since the outbreak of the war, due to its availability as a source of information through the receipt of dead mail matter which is opened for disposition and its opportunity to cooperate with other branches of the Government in the prosecution of the war, and the further fact that branches of the Dead Letter Office have been established in three of the large cities of the country which require close supervision and have increased the responsibilities placed upon the superintendent of the division. In the circumstances the restoration of the salary to the amount formerly paid, \$1,750, is warranted and necessary.

SUPERINTENDENT DIVISION OF REGISTERED MAILS.

Page 120, line 7, following the words "registered mails," in lieu of the figures "\$2,500" insert the figures "\$2,750."

The purpose of this is to provide an increase of \$250 in the salary of the Superintendent of the Division of Registered Mails. The present salary of the superintendent has remained unchanged since the position was created by the act of April 17, 1900. Formerly the work of the division was confined to the conduct of the registry system and the handling of claims for indemnities for the loss of registered mail. In January, 1913, concurrent with the inauguration of the domestic parcel post under the act of August 24, 1912, the department began the insurance of fourth-class mail against loss. On July 1 of the same year the collection-on-delivery system was put in operation. In 1916 the payment of indemnity was extended to cover damage to as well as loss of insured and collect-on-delivery mails. The handling of indemnity claims of these services was assigned to the Division of Registered Mails. This growth in the business of the division has made absolutely necessary an increase in force from 28 to 52 employees.

In addition to the duties connected with the insurance and collect-on-delivery mails, the Division of Registered Mails frames the regulations for the treat-

ment of registered mails in post offices and in transit, and passes on the questions of routes and conditions of the receipt and dispatch of such mails. These regulations are more or less complex and the promulgation of new ones requires full knowledge of service conditions and existing laws and regulations.

The most important work handled by this division is that of claims for indemnity for registered, insured, and collect-on-delivery mail, payment of which for the fiscal year 1917 amounted to \$315,883.04. The responsibilities of the superintendent are daily growing in importance in that all doubtful claims are presented to him for decision, and he is strictly responsible for the disbursement of appropriations amounting for the fiscal year 1918 to \$500,000.

Questions of policy arising daily, the unwise treatment of any one of which might result in extravagant and unjustifiable disbursement of public funds, must be decided by the Superintendent of the Division of Registered Mails. In making these decisions he must keep in mind constantly the interest of the Government not only, but the safeguarding of the rights of patrons. By his careful study of disputes with patrons of the service, equitable adjustments of individual cases are effected with full satisfaction to those patrons, and these cases aggregate thousands of dollars savings annually. Likewise large savings are made in adjustment of claims with large users of the insurance and collect-on-delivery services, and in arriving at bases of such adjustments the superintendent must exercise the best of business judgment and acumen. Through the cautious and economical administration of this service the superintendent can monthly save to the Government a sum of money equal to more than his annual salary. The present salary is not at all adequate for the qualifications required for the position.

#### MISCELLANEOUS ITEMS.

Page 121, line 13, in lieu of the figures "\$30,000" insert the figures "\$35,000."

The estimate submitted by the department for "miscellaneous items" was \$35,000. This was reduced in the House to \$30,000. It is desired that the \$5,000 be restored. There has been a large increase in the prices of the various articles purchased out of this appropriation, some increases amounting to from 25 to 160 per cent. The appropriation for the last several years, including the current fiscal year, has been \$30,000. This appropriation is used for the purchase of typewriters, adding machines, labor saving devices, and supplies for various kinds unused in the maintenance of the department buildings, as well as for repairs to buildings. The new Post Office Department Equipment Shops Building is nearly finished and the maintenance and repairs to this building will impose additional expenditures upon this appropriation not heretofore involved. In order to avoid a deficiency for the current fiscal year it will be necessary to defer until July 1, when the new appropriation becomes available, the purchase of some typewriters and other articles, as well as the making of minor repairs to the buildings, which should be made before that time.

#### RENT OF STABLES.

Page 121, immediately following line 18, insert the words "For rent of stables, \$700."

The bill as reported by the House committee did not carry the item for rent of stables because it provided for the purchase of an automobile for the official use of the Postmaster General and eliminated horses and horse-drawn vehicles. The House restored the original provision for horses and horse-drawn vehicles but failed to restore the provision for rent of stables. In order that the horses and vehicles may be cared for it is necessary that the provision for rent of stables be restored.

The appropriation for the current fiscal year for rent of stables is \$500. The lease on the stable which the department now has rented expires on June 30, 1918. It is desired that the amount estimated for be increased from \$500 to \$700 because of the strong probability of the department having to pay a higher rent due to increases of all rentals at this time.

Very truly, yours,

A. S. BURLISON,  
Postmaster General.

## TRADING-WITH-THE-ENEMY ACT AND ESPIONAGE ACT, ADMINISTRATION OF.

Mr. McARDLE. There is one other item on which the Postmaster General has sent a letter to the Secretary of the Treasury under date April 2, which will reach this committee in due course, in which he asks for \$50,000 to continue the work in connection with the administration of the trading-with-the-enemy act—that is, section 19 of the act, which takes care of handling all seditious matter passing through the mails. The original allotment was \$450,000, and out of that the President allowed \$35,000 to the Post Office Department, and it became necessary to ask for a deficiency of \$20,000 recently to carry on the work to the conclusion of the current fiscal year.

To continue the work next year with the reduced office force, \$50,000 will be necessary. The solicitor came up here with me, and he was coming in to say anything to the committee that they might want him to say about that work.

The CHAIRMAN. You explain that in your memorandum, do you?

Mr. McARDLE. Yes.

The CHAIRMAN. Just pass that memorandum to the stenographer, please.

Senator UNDERWOOD. That is for censoring the mail?

Mr. McARDLE. No, sir; that is in connection with all kinds of seditious matter that is sent through the mail; and passing on foreign-language newspapers and English papers that may possibly be carrying in their columns seditious or disloyal matter.

Senator UNDERWOOD. It is all censoring the mail?

Mr. McARDLE. It is part of that work; yes, sir. Some of the work is done in New York at the post office, and some of it in Washington. The solicitor, Mr. Lamar, has come in now, and he can speak to you with regard to this.

Senator UNDERWOOD. How much did the House allow you in that item?

Mr. McARDLE. This was not embodied in the estimates for the bill.

Senator UNDERWOOD. It was not before the House committee at all?

Mr. McARDLE. No, sir.

Senator UNDERWOOD. You were allowed \$50,000 in the deficiency bill for it?

Mr. McARDLE. The trading-with-the-enemy act, which was supplementary, carried \$450,000 for the enforcement of the two acts, the espionage act and the trading-with-the-enemy act. The President out of that \$450,000 allotted \$35,000 for the Post Office Department, and recently it became necessary to ask \$20,000 deficiency to carry on the work for the present fiscal year. The solicitor thinks it is absolutely necessary to have \$50,000 to carry on the work for the present fiscal year, and that was embodied in the memorandum sent up by the Secretary.

Senator ROBINSON. This was under the Post Office Department, under enforcement of the espionage act and the trading-with-the-enemy act?

Mr. McARDLE. Yes.

Senator ROBINSON. Relating to the sending of seditious or other objectionable matter through the mails?

Mr. McARDLE. Yes.

that the Treasury needed this \$20,000 according to the

work that the departments were to carry out.

In the other departments they provided for the next year by carrying on their branches of the work, in their regular appropriations, so I am advised by the bookkeepers at the Treasury Department that it leaves no provision for the Post Office Department.

Senator ROBINSON. I understood that, and that was the reason that I made; that it would be necessary to carry it in this bill, to pass a separate bill for it.

Mr. LAMAR. Yes.

Senator ROBINSON. It has not been carried in the legislation heretofore because the service has not been rendered heretofore except as provided in the espionage act and in the deficiency bill of March 28, 1918, where there was an item of \$20,000.

The CHAIRMAN. It has not yet reached this committee, as far as I stand.

Mr. McARDLE. No, sir; but it ought to be here to-day. I think we will get that this morning, some time.

Senator UNDERWOOD. Is this the same item that we have in the urgent deficiency bill?

Mr. LAMAR. No; it is not the same item. The urgent deficiency bill simply carries \$20,000 to supplement the \$35,000 allotted in the next bill.

Mr. McARDLE. This \$35,000 was allotted to the Post Office Department out of that \$450,000?

The CHAIRMAN. So that you had for the current year?

Mr. LAMAR. Yes.

The CHAIRMAN. And how much are you asking now?

Mr. McARDLE. \$50,000 for the whole of the next year. We had eight months to run with the \$55,000, and——

The CHAIRMAN. Suppose that \$50,000 is given, what are you going to make of it?

Mr. LAMAR. It is not an inspection of the mails in the sense of a censorship; but letter carriers throughout the United States forward to the solicitor everything of a questionable character.

The CHAIRMAN. How do they know what is questionable unless they read the mails?

Mr. LAMAR. They do examine the mails in that way; and then we get a great many reports from the public, who read the newspapers and call our attention to certain bad matter that is going out—and there has been a mass of it. You have no conception of the millions of copies of circular matter of that character.

The CHAIRMAN. It is really, then, to investigate complaints that come to the department about treasonable matter that is being circulated?

Mr. LAMAR. Yes.

Senator ROBINSON. If it reaches your attention, in that way, that seditious matter is being circulated through the mails, you do not wait for complaints, but proceed at once; but, on the other hand, you do not go through all the mails to determine that there is nothing seditious in them?

Mr. LAMAR. That is it.

Senator ROBINSON. It seems to me that request is very reasonable, if it is performed for that.

Mr. LAMAR. It could not have been on any such basis as that suggested. It would cost half a million dollars to carry that out. We utilize all the facilities and clerks of the Post Office Department, and we have nearly 200 volunteers, professors in universities, that are resolving themselves into reading circles and examining all these foreign language publications.

The CHAIRMAN. Put that letter in the record.

(The letter referred to is here printed in full in the record, as follows:)

APRIL 2, 1918.

Hon. W. G. McADOO,

*Secretary of the Treasury.*

SIR: There is submitted herewith, for transmission to Congress, an item to be included under the heading "Office of the Postmaster General" in the legislative, executive, and judicial appropriation bill for the fiscal year 1919, now pending in the Senate Committee on Appropriations, as follows:

Office of the Postmaster General:

For the enforcement of Title XII of the espionage act (act June 15, 1917) and section 19 of the trading-with-the-enemy act (act Oct. 6, 1917) ----- \$50,000

No provision has been made for funds to enable this department to continue the enforcement of the espionage act (act June 15, 1917) and the trading-with-the-enemy act (act Oct. 6, 1917) in so far as these laws affect the mails.

The espionage act carried no appropriation, but the trading-with-the-enemy act, which was supplemental thereto, carried an appropriation of \$450,000 for its enforcement. The President allotted to this department the sum of \$35,000 of that appropriation to carry out section 19 of that act. This amount was found to be inadequate and it was necessary to obtain a deficiency appropriation of \$20,000 to carry on the work until the close of the current fiscal year. To continue the work next year with a reduced office force \$50,000 will be required.

It is suggested that this item be inserted after line 5, page 119. of H. R. 10358.

Sincerely, yours,

A. S. BURLISON,  
*Postmaster General.*

Approved, April, 1918.

WOODROW WILSON, *President.*



(The following letter was submitted by the Postmaster General)

APRIL 3, 1918

HON. THOMAS S. MARTIN,  
Chairman Committee on Appropriations,  
United States Senate.

MY DEAR SENATOR MARTIN: Referring to my request that there be in the legislative, executive and judicial bill for the fiscal year 1919 now before your committee, an item "For the enforcement of Title XII, espionage act (act June 15, 1917) and section 19 of the trading-with-the-enemy act (act Oct 6, 1917), \$50,000" and to the statements made this morning by the solicitor and the chief clerk of this department before the subcommittee of your committee, I beg to state that while the importance of this appropriation and the urgent necessity for it will doubtless be apparent to your committee from my letter to the Secretary of the Treasury requesting that item be submitted to your committee, which letter was approved by the department yesterday, I should like to say for your information that the work being done by the force for which this appropriation is requested is, as follows:

The postal regulations charge the solicitor for the Post Office Department with the duty of passing upon the question of whether matter is treason in the mails under the provisions of Title XII of the espionage act and section 19 of the trading-with-the-enemy act. Great quantities of such matter, in all languages, have been submitted to the solicitor daily since this country entered the war, not only by postmasters but by other branches of the government and by the public. It has been found necessary to add considerably to the force of that office in order to handle this new class of work and upon the applications of foreign language newspapers for the permits provided for by the latter act.

The espionage act carried no appropriation for its enforcement; however, the trading-with-the-enemy act, which was supplemental to the espionage act, carried an appropriation of \$450,000, and of that amount the President appropriated to the Post Office Department the sum of \$35,000. From this sum the salary employees have been paid. The \$35,000 so allotted was found to be sufficient to carry on this work, and consequently a deficiency appropriation of \$20,000 for this purpose was provided in the urgent deficiency bill. An allotment of \$35,000 became available the first part of October, 1917, and the total amount expended from October, 1917, to June 30, 1918, will be approximately \$35,000, or at the rate of \$82,500 per annum. It is the purpose of the department to reduce the paid force now employed and endeavor to carry on the work during the ensuing fiscal year with the appropriation which is asked for, namely, \$50,000, with the aid of a large number of volunteer laborers from the faculties of various colleges and universities throughout the country who are now offering their services for this work.

I trust your committee will appreciate that the appropriation asked for is both reasonable and necessary, and that it will be granted.

Very truly, yours,

A. S. RUBLESON,  
Postmaster General

The CHAIRMAN. Is there anything else you want?

Mr. MCARDLE. That is all, Mr. Chairman. I think. Everything explained in the letter.

CLERK HIRE.

I had certain memoranda here in connection with the increase in the number in each grade and why it was necessary, but I think it is embodied in the letter.

Senator ROBINSON. Put that in the record. He says, Mr. Chairman, that he has memoranda there explaining his requests for increases in the different grades. Should not that go in the record?

The CHAIRMAN. There is no objection to its going in the record, but I understood him to say it was a duplication of what the Postmaster General had written in this letter.

**Mr. McARDLE (reading) :**

The present appropriation provides for 82 positions; the pending bill provides for 86. An increase of 4 over the pending bill and 8 places over the present appropriation is asked for. At the present time, with all of the 82 positions filled, the efficiency ratings, after carefully reviewed to eliminate inflation, show that there are 27 employees in the \$1,600 grade who are earning \$1,800 or more. This increase if allowed will enable the department to promote 8 of these employees who are most deserving.

I have a statement like that in connection with each grade. I just read that one as an example. It might be assumed that some of those employees are overrated; that they do not do work to justify an \$1,800 salary; that some in the \$1,600 grade do not perform work of sufficiently high character to justify the next higher salary, \$1,800; but after carefully reviewing the department's ratings there are 27 employees in the \$1,600 grade that are put down as earning \$1,800. Even with the increases asked, we would be able to give only 8 out of that number that salary, and those are clerks that are most deserving and most valuable to the department. It is a fact that I have had considerable difficulty in retaining in the department some of the more experienced and valuable clerks at \$1,400 and \$1,600 salaries.

**Senator UNDERWOOD.** That is all by reason of the increased salaries given by these war boards?

**Mr. McARDLE.** By reason of the increased salaries there, and the high cost of living, and the fact that the war has stimulated competition.

**Senator UNDERWOOD.** I mean that these war boards have raised the price on statutory clerks; is not that the trouble?

**Mr. McARDLE.** Partly. I have cut this down, the department's estimates, just as low as possible.

**The CHAIRMAN.** If that contains anything not in the Postmaster General's letter that you think would be of service to us, you can pass it to the stenographer, and it will be put in the record.

**Mr. McARDLE.** I think it might be a good idea to put it in. I will go over this and have it condensed a little.

There is only one other thing I would say. I feel that if the committee sees fit to grant these increases the department can, while distributing the salaries throughout the entire department and giving the promotions of the clerks who earn them, create good feeling among the personnel, and put it in good shape for the heavy work that will be imposed upon it in the months to come. Without these increases I honestly believe that it would be impracticable to keep the Postal Service up to the proper standard of efficiency.

**The CHAIRMAN.** Hand that to the stenographer as soon as you revise it, and it will go in the record, and we will give it careful consideration.

**Mr. McARDLE.** Thank you; I will do so.

(The memorandum submitted by Mr. McArdle is as follows:)

*\$1,800 grade.*—The present appropriation provides for 82 positions; the pending bill provides for 86. An increase of 4 over the pending bill and 8 places over the present appropriation is asked for. At the present time, with all of the 82 positions filled, the efficiency ratings, after carefully reviewed to eliminate inflation, show that there are 27 employees in the \$1,600 grade who are earning \$1,800 or more. This increase, if allowed, will enable the department to promote 8 of these employees who are most deserving.

*\$1,600 grade.*—The appropriation for the current fiscal year provides 128 positions, while the pending bill provides 130. An increase of 11 over the

grade, who accept appointments with the distinct understanding to be promoted at an early date to \$1,200. In other words, copywriters and typewriters and clerks are not willing to remain for considerable length of time in the \$1,000 grade.

*\$1,000 grade.*—Practically all of the clerks in the \$1,000 grade at that salary, and the work upon which they are engaged justifies it. Positions in the \$1,000 grade are needed to afford the department the power in making appointments promptly as the vacancies occur and to make emergency or temporary appointments as the fluctuating needs of the department require. There are quite a number of the employees in the \$1,000 grade who are earning more than that salary, and the additional positions in the \$1,000 grade would enable the department to promote these employees.

## DEPARTMENT OF LABOR.

### STATEMENT OF MR. SAMUEL J. GOMPERS, CHIEF OF THE OF PUBLICATIONS AND SUPPLIES.

#### OFFICE OF THE SECRETARY.

Mr. GOMPERS. The Department of Labor commences on line 22, after the words "chief clerk," the original estimate called for an increase of salary, but I am not going to ask for an increase of salary. But the Secretary is very anxious to put in there words which will designate the chief clerk to act in the temporary absence of the Secretary and the Assistant Secretary. There are a number of times when they are both absent.

The CHAIRMAN. You just want authority for him to sign.

Mr. GOMPERS. To sign papers; yes, sir.

#### CONTINGENT EXPENSES.

On page 149, line 3, the original estimate was \$54,000. The original estimate allowed \$45,000. That is starvation for this department. The present year the department has \$40,000 and a deficit of \$14,000.

Comptroller has rendered an opinion that the expenses for this United States Employment Service must come out of the contingent fund in Washington; so that that made an undue drain on that contingent fund, and will continue to do so.

Senator ROBINSON. On page 148, line 21, the words "purchase, exchange," are suggested to be inserted before the words "maintenance and repair of a motor truck," etc. Do you want that also?

Mr. GOMPERS. Yes; I was coming to that. I am not going to state anything for an additional car for the Secretary, because that was put in during the Secretary's absence, and he says there is no immediate need for a new car; he only wanted the language in there so that in case of necessity he could purchase or exchange, in case anything should happen to the car that they now have so that they could not use it—in which case the Secretary would be without a car for a year and a half, until June, 1920.

Senator SMOOT. I guess there will not anything happen.

#### MOTOR TRUCK AND MOTOR CYCLE, ADDITIONAL.

Mr. GOMPERS. But I do want to plead for the additional motor truck and motor cycle; particularly the motor truck. We have a motor truck that is running now an average of 8 or 10 hours a day, that has been in constant use, carrying heavy loads, for pretty nearly three years. Of course, like all motor vehicles, it is subject to being out of commission, and every time it is out of commission we have to hire a truck at anywhere from \$7 to \$10 a day, and it is not satisfactory; and we can not always hire one, and under present conditions there is a great deal of work now for the Department of Labor, and it is increasing, so that we need two trucks. That is not a truck. It is a light delivery wagon; these are 1,500-pound trucks. The present one cost \$1,100, I believe.

The CHAIRMAN. You are not asking an additional appropriation?

Mr. GOMPERS. This is in the same thing, the contingent fund.

The CHAIRMAN. In the contingent fund you want an increase to what?

Mr. GOMPERS. \$54,000.

The CHAIRMAN. They allowed \$45,000 in the House?

#### PURCHASES IN OPEN MARKET, LIMITATION OF.

Mr. GOMPERS. They allowed \$45,000 in the House. There is one thing I want to bring up; I do not know that I have the right to, but it will take but a minute to call the attention of the committee to it. On page 143, line 11, which is under the Department of Commerce, there is a provision for waiving section 3709 of the Revised Statutes and permitting them to purchase without regard to that section when the aggregate amount involved does not exceed the sum of \$25.

The same conditions prevail in every department, and simply from the fact that the Department of Labor has not asked that and did not know that they could get it if they had asked for it, we will not have the benefit of it; but I would suggest that that should be a general provision for all the departments. Contractors will not even answer a request for bids for small sums.

Senator ROBINSON. I imagine that the labor and expense of submitting the bids, and the delay resulting from it, constitute a burrassment.

Mr. GOMPERS. Very often it costs more than the cost of the

Senator ROBINSON. I can not see any reason why, if it should be applicable to the Department of Commerce, it should not be applicable to the Department of Labor.

Mr. GOMPERS. My suggestion to the committee is that when departments see this they will feel the same way as the Department of Labor, and will ask for a general provision.

Senator SMOOT. We have not agreed to this yet.

Mr. GOMPERS. I do not want to deprive the Department of the chance of getting this thing, but I think it ought to be a general provision for all departments.

The CHAIRMAN. Is there anything else?

Mr. GOMPERS. That is all, I believe, that I have. The condition that if we want to make a purchase of seven or eight dollars, we go out and make proposals and sometimes they will not even to requests for bids.

#### EMPLOYEES IN NAVY YARDS AND ARSENALS WAGES OF.

#### STATEMENT OF MR. N. P. ALIFAS, REPRESENTING DISTRICT BRANCH NO. 44 OF THE NATIONAL ASSOCIATION OF SHIPBUILDERS.

Mr. ALIFAS. I appear before you to see if the committee will not be willing to strike out the language on page 156 of the bill beginning in line 21.

Senator ROBINSON. Commencing with the words "*Provided further*"?

Mr. ALIFAS. Yes.

Senator ROBINSON. And ending where?

Mr. ALIFAS. And going down to the end of the page, striking these words:

*Provided further*. That the increased compensation provided in this bill to employees whose pay is adjusted from time to time through wage boards or similar authority shall be taken into consideration by such wage boards or similar authority in adjusting the pay of such employees.

I am representing the employees in the navy yards and arsenals whose pay is supposed to be adjusted by wage boards from time to time. During the last year we have been receiving some increase but owing to the fact that the Government has no authority to make decisions retroactive we have always lost several months of an increased rate. For instance, at the present time the question is being taken up by the Navy Department, and we are in conflict with them on the adjustment of pay. We expect the awards made down by the adjustment board for the Emergency Fleet Corporation to be put into effect in the navy yards and arsenals, but these awards have been put into effect retroactively in the shipyards. The River award, for instance, went into effect on the 2d of November, but the awards for our people in the navy yards and arsenals are not to go into effect until after the decision is rendered.

respective departments. At present men at the navy yards and arsenals are receiving approximately \$1 a day less than the scale that we hope to have put into effect, so that according to this, even though the Government expects to pay the prevailing rate they do not do so, but the men lose a dollar a day in this instance for about six months.

We felt that owing to the fact that Congress expected the prevailing rate to be paid, if we were included in this increase authorized in this bill without any strings tied to it, so to speak, it would be making up in part for what we were losing through the delays in adjustment. Practically every time we secure an increase of wages through these adjustment boards it is obtained through collecting data and presenting them to wage boards, and all these features take up from four to six months, at any rate, so that we are always from four to six months behind in our schedules.

The CHAIRMAN. You just want us to strike out that language?

Mr. ALIFAS. Yes; just to strike out that language.

The CHAIRMAN. Do you not think it ought to be taken into consideration?

Mr. ALIFAS. It is not being taken into consideration at the present time. At the present time the employees are receiving the benefit of 5 and 10 per cent that was authorized last year and that has not been taken into consideration by the wage boards in setting rates. The present navy yard and arsenal rates are based on the prevailing rates paid in private industry. We have always contended that our rates have been somewhat lower than the prevailing rate actually shows; that we never have received within 40 to 80 cents of what we thought our data called for. But, be that as it may, the present wages are presumed to be based on the prevailing rates, and in addition to that employees are receiving the 5 and 10 per cent authorized last year.

This bill only authorizes that to be paid. Unless this clause is amended in such a way as to allow us this increase——

The CHAIRMAN. Suppose these boards gave them ample and remunerative compensation, you think that ought not to be considered: they ought to be then increased arbitrarily? This does not compel them to take off that amount, but just to take it into consideration in arriving at what is right.

Mr. ALIFAS. This is the one proviso that affects the per diem employees that does not affect the clerks.

Senator SMOOT. This proviso?

Mr. ALIFAS. Yes. If they should take it into consideration adversely, it would mean a reduction on the 1st of July on the part of those who are now getting the benefit of the 5 and 10 per cent. I do not believe there will be a reduction, but it makes for a great deal of confusion. If all the employees suspect they are going to receive a reduction on the 1st of July, even though the departments do not intend to reduce their wage, it will lead to confusion, and it would seem advisable, therefore, to strike this out.

I noticed in the remarks on the floor of the House by the chairman of the Appropriations Committee he estimated the amount that this would cost, providing everybody who is to be given this increase received it, at \$26,000,000. That estimate was based on the supposition that everybody whom the departments had the authority to increase would receive the increase.



The CHAIRMAN. The existing law requires that they shall pay the same wages as private concerns in the vicinity pay.

Mr. ALIFAS. Yes.

The CHAIRMAN. If they get that, you think they ought, in addition to that, to have this \$120 a year, or whatever it is—I do not know what the scale provides?

Mr. ALIFAS. I will say yes, direct, to your question, because of the fact that the awards governing private industries are made retroactive, and the awards governing the Government employees are not made retroactive. In the yards along the Delaware River, for instance, they have received the benefits of this award since the 2d of November. The award was not handed down until the 14th of February, and we still have not received the benefit of that award in the navy yards and arsenals. Consequently, our men will have to lose the dollar a day for about six months.

Senator ROBINSON. When those awards are made in private industries, do they allow them to take effect as of the time of making the application, or how do they determine the date when they shall become effective?

Mr. ALIFAS. In this instance it was determined by the fact that the question was taken up at that time. They were assured that the men were on the verge of a strike, and in order to have them continue work they were assured that the matter would be taken up, and regardless of how long it took to decide the question it would date from the time they came to that understanding.

The CHAIRMAN. Under this they would have to take into consideration the very thing you mention, the prices paid by private industries?

Senator UNDERWOOD. In private industry these things are settled by arbitration or competitive bargaining. It is a mere matter between the employees and the men in each case. That does not apply to the Government. The only question we have involved here is whether we are going to give a just and fair wage.

Mr. ALIFAS. Yes. I will state, so far as the wage being put into effect in the navy yards is concerned, so far as the awards on the Pacific coast are concerned, that the Navy Department has as yet been able to give us only as a maximum rate what in the shipyard is a minimum rate. The minimum rate for the recognized mechanical trades on the Pacific coast is \$5.80 a day, and that is the maximum rate to be paid in the navy yards out there. At the navy yards there are several other rates below that, so that whether or not the department is going to do that same thing on the Atlantic coast I do not know. We hope that they will put in the awards, but they may not. They did not do it on the Pacific coast, and therefore our men are not really receiving the prevailing rates. We feel that being included in this provision would offset some of these disadvantages as regards pay.

Senator SMOOT. I think we understand it.

The CHAIRMAN. Is there anything else?

Mr. ALIFAS. I might raise just one other point. We as labor organizations have assisted the department materially during the last two years in obtaining men, and it has been with the greatest difficulty that we have been able to get them to come to the navy yards.

owing to the unsatisfactory wage scale. That is merely an indication that the navy yard and arsenal scale does not meet or has not met the law of supply and demand.

The other privileges extended by the Government would be sufficient to get men to go to work there if the wage scale was as high as they could get elsewhere; so that I would ask that our people might be included in this increase without any modification.

Senator SMOOT. Some other departments of the Government have paid them more money; that is all there is to it.

Mr. ALIFAS. Not in the industry I am referring to.

Senator SMOOT. People have taken them in from private industries. If they went there they would be offered more, perhaps, by the Shipping Board.

The CHAIRMAN. Is there anything more?

Mr. ALIFAS. I would like to say this: If the committee could leave out all the language below line 6, that would be what we would most desire—on page 156; but if the committee can not see its way clear to go quite that far, this last clause, it seems to us, should be eliminated, because it is in effect giving the men an increase, and it is requiring that it shall be discounted in the wage scale later on. That language, "taken into consideration," might not mean that it shall be discounted, but it may be discounted.

The CHAIRMAN. In getting at a fair wage I do not see why that \$120 a year should not be considered. Here is what is on my mind. It does not require that they shall abate in proportion, but that they shall give it consideration under all the circumstances. Surely \$120 a year ought to be considered in some way, somewhere, in determining a fair wage. If you are getting \$120, why should not that be considered as well as the balance of what you are getting?

Mr. ALIFAS. If the law requires that they shall pay the prevailing rate, and the department concludes that the prevailing rate is below what our people generally consider the prevailing rate, then, by considering this \$120 and deducting it, it would mean a reduction of wages.

The CHAIRMAN. But they ought not to deduct it if it takes the rate below the prevailing rate. But suppose, with what they are getting to-day, adding \$120 to it makes the prevailing rate, why should not that be considered? You would not consider the law to give them \$120 a year in addition to the prevailing rate?

Mr. ALIFAS. If it was considered a retroactive feature, of course, the language would not be objectionable to us.

The CHAIRMAN. This is not considering it a retroactive feature. It does not make an arbitrary rule, but provides that that shall have consideration as an act of justice.

Mr. ALIFAS. Yes.

The CHAIRMAN. It is not compulsory that they shall go one way or the other, but it provides that they shall just consider it.

Mr. ALIFAS. In your judgment, then, in view of the fact that they have not been able to make these awards retroactive in the navy yards and arsenals, would that construction be allowable in taking this \$120 into consideration?

The CHAIRMAN. Yes; if they do not make it retroactive, they ought to make the allowance through this. They are required to consider

it there—to consider what they lost there just as much as in any other way. That is all, is it?

Mr. ALIFAS. Yes.

The CHAIRMAN. We will consider it carefully, but it does not seem to me that it works any injustice. It ought not to be considered in that sense—of making an arbitrary reduction—but it ought to be considered.

Mr. ALIFAS. I am afraid they will consider it obligatory on the part to reduce the pay after July 1. If after July 1 the boards are obliged to take this into consideration in setting the wages, they will conclude that it is obligatory upon them to reduce the wages. As long as Congress intended them to spend that amount of money, it would seem that that clause would not be necessary, unless Congress wants them to reduce the men.

The CHAIRMAN. Oh, no.

Mr. ALIFAS. It would seem to be unnecessary language.

The CHAIRMAN. It certainly does not contemplate that.

(At 1 o'clock p. m. the subcommittee adjourned, subject to the order of the chairman.)

# INDEX.

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	Page.
Alfas, N. P., statement of.....	136
Arcrombie, John W., statement of.....	73
Arrill, F. L., superintendent of buildings and grounds, Library of Congress.....	33
Automobile shed.....	36
Fuel, lights, etc.....	36
Plans for bookstack.....	37
Salaries, Library building and grounds.....	33
Temporary service.....	35
Barrers, Ezekiel J., statement of.....	66
Contingent expenses.....	68
Barker, Lawrence, Solicitor of the Treasury Department, statement of.....	23
Chief clerk and law clerk.....	23
Tabulated statement of departmental law clerks.....	25
Bureau of Navigation.....	103
Clerk hire, shipping service.....	105
Contingent expenses.....	104
Salaries, shipping commissioner.....	104
Shipping commissioner, Newport News, Va.....	103
Bureau of Standards.....	106
Investigation of clay products.....	108
Investigation of optical glass.....	109
Investigation of standards of public utilities.....	108
Investigation of structural materials.....	108
Magnetic analyses.....	110
Metallurgical research.....	110
Polarimetric investigation.....	110
Salaries.....	106
Barr, Wilbur J., statement of.....	3
Bureau of Foreign and Domestic Commerce.....	97
Census Bureau.....	91
Collecting statistics.....	96
Baxton, Phillander P., Commissioner of Education, statement of.....	53
Clerical force.....	55
Editor.....	54
Kindergarten education—Investigation of.....	57
Specialist in foreign educational systems.....	55
Department of Commerce.....	89
Expert special agents.....	95
Lighthouse Bureau.....	91
Punching machines.....	97
Statistical and technical experts.....	95
Department of Labor.....	134
Contingent expenses.....	134
Motor truck and motorcycle, additional.....	135
Office of the Secretary.....	134
Purchases in open market, limitation of.....	135
Comptrollers, Samuel J., statement of.....	134
Gregory, Hon. Thomas W., statement of.....	18
Department of Justice.....	18
Chief bookkeeper.....	19
Chief clerk.....	18
Chief of Division of Investigation.....	18
Division of Accounts, Chief of.....	19

	Page
Hess, George W., statement of.....	41
Johannes, George, statement of.....	90
Lamur, William H.....	170
Lansing, Hon. Robert, statement of.....	1
State Department.....	2
Additional employees.....	14
Assistant chiefs of bureau—new.....	6
Chauffeurs, equipment of.....	17
Chiefs of bureaus—increase of salaries.....	5
Chief clerk—increase of salary.....	3
Clerk to the Secretary—increase of salary.....	9
Clerks to assistant secretaries.....	10
Contingent expenses.....	10
Emergency employees.....	13
Messengers.....	12
Female laborers.....	14
Lathrop, Miss Julia C., Chief of the Children's Bureau.....	117
Levering, Eugene, statement of.....	73
Functions of Subtreasuries.....	71
Functions performed by the Subtreasuries.....	90
McArdle, Ruskia, chief clerk, Post Office Department, statement of.....	124
Newton, James T., Commissioner of Patents, statement of.....	50
Copyists.....	50
Draftsmen.....	50
Norris, George W., Federal Farm Loan Bureau.....	119
Patterson, Alvah W., statement of.....	71
Library.....	71
Medical expert.....	72
Pechin, H. H., statement of, on shorthand reporting rates.....	44
Proposed abolition of subtreasuries.....	73
Putnam, George R., statement of.....	94
Putnam, Herbert, Librarian of Congress, statement of.....	51
Assistants in Documents Division.....	51
General service.....	52
Legislative reference.....	52
Plans for bookstack.....	53
Quick, Herbert, Federal Farm Loan Board.....	119
Ridley, Col. Clarence S., statement of.....	39
Charwomen.....	41
Employees at Henry Park Reservation buildings.....	39
Guards, Henry Park Reservation buildings.....	39
Rogers, Samuel L., statement of.....	91
Simmons, Hon. F. M., statement of.....	5
Services of Joseph S. McCoy.....	5
Snow, Chauncey D., statement of.....	97
Stratton, S. W., statement of.....	108
Tallman, Clay, Commissioner General Land Office, statement of.....	62
Filing equipment.....	62
Surveyors general.....	62
Thurman, Albert Lee, statement of.....	72
Tiegan, Edward C., Deputy Commissioner of Pensions, statement of.....	57
Tyrer, Arthur J., statement of.....	108












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